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# FRESNO COUNTY REORGANIZATION 1974

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## FRESNO COUNTY GOVERNMENT REORGANIZATION

PREPARED FOR

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by

L Fresno County Reorganization  
Advisory Committee,  
and  
Staff

January, 1974



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January 9, 1974

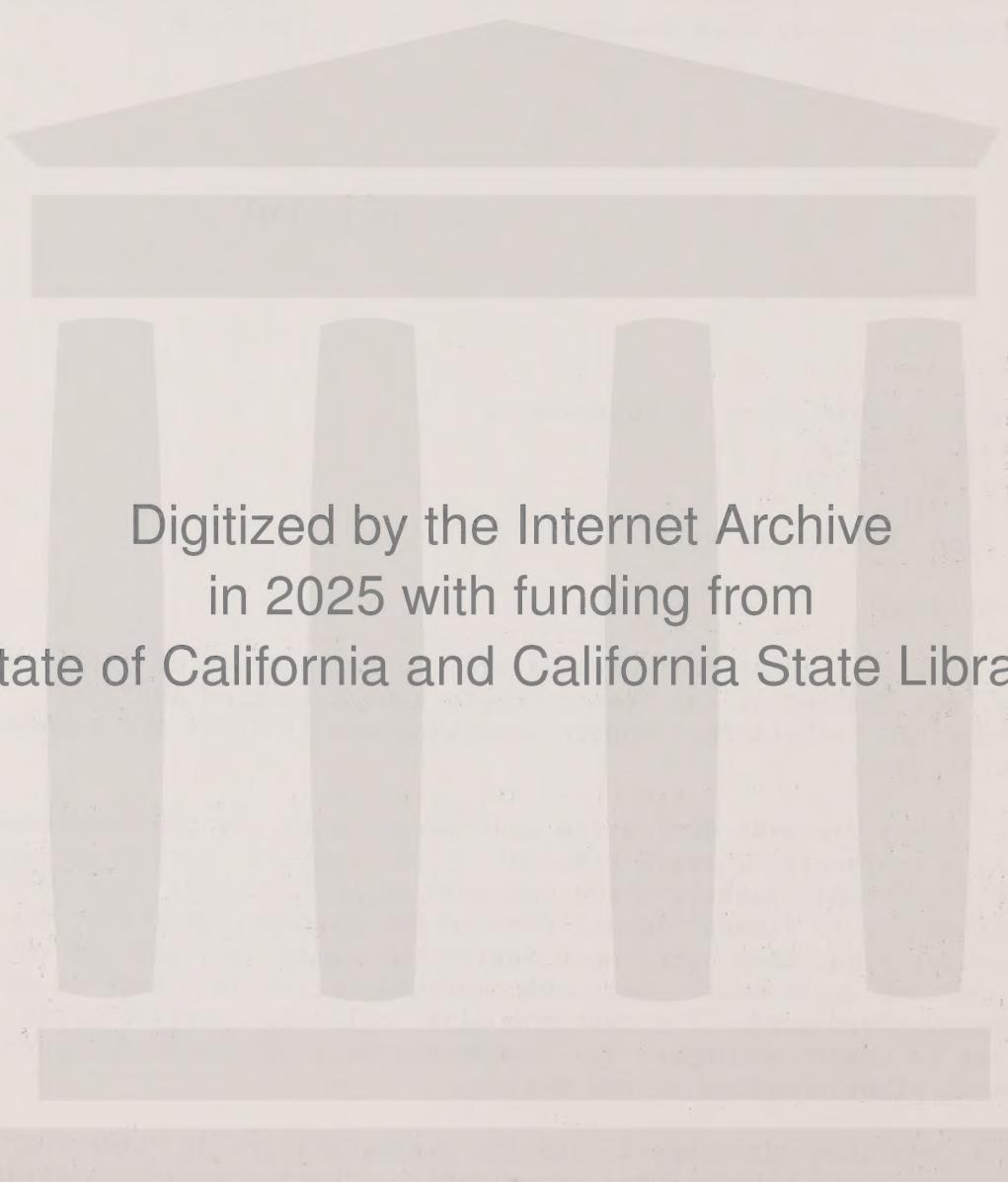
The Honorable Board of Supervisors  
Fresno County  
Hall of Records  
2281 Tulare  
Fresno, California 93721

Gentlemen:

It is with a great deal of pleasure and some degree of pride that we, the members of the Fresno County Reorganization Advisory Committee, submit this report embodying our findings and recommendations.

The study was made during the past seven months by the Committee and a professional staff retained by the County. Including our organizational meeting which was held on May 29, 1973, the Committee met 13 times. In addition to the plenary sessions, the members spent many more hours during the summer and fall on subcommittee assignments, each subcommittee reviewing a portion of County government. The research also included a questionnaire sent to County employees and a comparative study of reorganization among other counties of the Nation.

The Committee was charged with the responsibility of "studying Fresno County governmental organization, looking toward possible recommendations for changes in organizational structure to increase the effectiveness and efficiency of County government". At the initial meeting, the Chairman of the Board of Supervisors noted that City-County consolidation proposals were not within the scope of the Committee.



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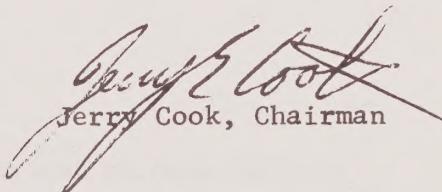
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The Committee was a working committee. It was decided during the meetings held in June to form subcommittees, or task forces, to investigate and study the various departments of County government. A questionnaire was developed by Staff and after Committee approval sent to all department heads. It was felt that this would orient these officials with the type of information we were seeking and give them an opportunity to think about the problems of their departments before meeting with the subcommittees. As the responses to these questionnaires were returned, they were duplicated and sent to all Committee members and Staff for study purposes.

Subcommittees and staff teams, working independently, investigated and studied the County departments during August and September. Subsequently, in October and November, the task forces reported their findings and recommendations and these were correlated with the Staff's input. The minutes of these meetings were reported topically and served as a basis for the final report. The professional Staff contributed to the success of the undertaking by providing technical information on County government and by embodying the reorganization proposals of the Committee in this report to the Board of Supervisors.

The Committee wishes to commend the County Departments for their cooperation in our project. They provided us with all data requested, met with us individually and as groups of related departments. The County Administrative Officer and his staff also contributed significantly to the work of our Committee and Staff.

Sincerely,



Jerry Cook, Chairman

JC/b  
encls.



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## FRESNO COUNTY REORGANIZATION, 1973

### PART I: INTRODUCTION

1. The Reorganization Committee attempted, as much as possible, to limit its perspective to the broad overall problems of structure and function of Fresno County government. Efforts were made to avoid examination of internal administrative and other technical aspects of governmental operations. The emphasis was placed on existing and potential relations between departments and, generally, on finding a more efficient and effective organization. The study did not examine the technical nature of implementing these changes (for example, personnel shifts) as this would have extended the time and scope beyond the purview of the project.
2. Like many other counties in California and elsewhere, county government services have experienced significant growth. However, notwithstanding some charter changes that have taken place over the years, the basic structure of Fresno County government remains unchanged, outmoded and outdated. As an illustration, there are currently 28 organizational units and numerous boards, commissions and districts in need of direct attention by the Board of Supervisors. This excessive span of control has forced the Board of Supervisors and their CAO to spend an inordinate amount of time and effort in dealing with operational problems that should be handled administratively. The primary effort of the Board of Supervisors and their CAO should be concentrated upon policy making and planning activities to determine the purpose and direction of the whole of county government.
3. The purpose of county government must be redirected from being little more than a mechanical unit of state government. When the population was basically rural, it was primarily necessary to maintain peace and safety, collect taxes and keep the roads and other major facilities in good repair. Today, the county population is increasingly urban by location and by lifestyle and needs. It is time for Fresno County government to assess its functions and use its resources systematically to plan the prevention of the social, physical and economic problems that are more costly year by year. It is necessary that county departments be consolidated or at least teamed up to seek new and flexible ways in which to get maximum returns from available public and private resources.

## Method of Organization

A. One reason for increasing confusion in the County departmental structure is that Fresno hasn't thought in terms of systems of departmental functions. Coordinated in a single system would be those departments whose functions are similar, overlap or interrelate in the normal day-to-day business of government as well as in philosophy or purpose, or who have the potential for doing so. The advantage of a systems approach to departmental organization is that it permits the constructive planning and management of over-all county policy in a way that clearly relates goals and objectives to programs and operations. No department should be seen as an end in itself. Rather, it should be seen as a tool in a team effort to accomplish purposes that are greater than its own limited abilities. The analytical portion of this report is organized according to the following proposed systems format:

1. Environment and Physical Development System

includes: Public Works Department  
Planning Department  
Environmental Health Division  
Agricultural Commissioner  
Agricultural Extension Service (Farm-Home Advisor)  
Local Agency Formation (LAFCO)  
Parks and Recreation Department

2. Human Services System

includes: Public Health Department  
Mental Health Department  
Valley Medical Center  
Welfare Department  
Veterans Service  
Probation Department

3. Safety, Protection and Justice System

includes: Sheriff-Coroner  
District Attorney  
Public Defender  
Superior Court Administrator  
County Court Clerk-Recorder  
Municipal Court Clerk  
Judges: Superior; Municipal; Justice  
Probation Department  
Weights and Measures  
Public Administrator-Guardian  
Emergency Services

4. Education-Culture-Leisure Development System

includes: Department of Education  
Library  
Parks and Recreation Department

5. Administrative Support System  
includes: County Counsel  
Personnel Department  
County Clerk-Recorder-Elections
6. Finance-Management System  
includes: Assessor  
Treasurer-Tax Collector  
Purchasing Agent  
Auditor-Controller  
Computer Services

B. Four types of changes are recommended to overcome the various problems discussed in this report:

1. Consolidation-merger: To overcome the fragmentation and lack of authoritative coordination between departments, a few recommendations are made for various combinations of departments, divisions and functions to be brought together into a single administrative unit. The merger may be in the form of a reorganized department. In the Environmental System, a recommendation is made for a merger of land development functions into a reorganized Department of Environment and Physical Development. Other short range proposals are made for consolidating two departments into one (Mental Health and Public Health; Welfare and Veterans).

As a long range measure (sometime later in this decade), consideration might be given to evolving the systems above into agencies--only when and if it is found that the co-ordinative approaches recommended throughout this report are insufficient in Fresno County.

An agency, essentially, is the bringing together of selected departments under the line authority of an agency head: The agency head, in effect, is like a super-department head who issues daily work-flow decisions throughout all levels and positions of the departments comprising the agency. A criticism of the agency concept is that the agency head is unable to direct a comprehensive perspective. For example, one agency head for both Public Works and Planning would prove an impossible task: The span of control would be too wide to make it meaningful. (Please refer to the organization chart of Sacramento County in the appendix "Multi-County Study" to see the problem of non-comprehensive agencies.) On the other hand, if the two departments were seen as a system and the system director as a coordinator of policy then a comprehensive approach to government administration would be possible. Thus, in this report, it is recommended that all environmental departments be coordinated in a single system, and that all "human services" departments be coordinated in a single system. This coordination of administrative policy should prove more effective to the purpose of reorganization than efforts to consolidate departments into non-comprehensive agencies. To reiterate: The Reorganization Advisory Committee believes that the comprehensive -

coordinated systems approach is a superior form of organization to the line-agency form for Fresno County at this time.

The agency concept should be approached with caution:

(1) Agencies should not be artificially created but rather naturally evolve from a transitional period of coordination and cooperation between related departments of a system; (2) there must be a clear and constructive purpose other than administrative efficiency; (3) they should be formed only when the move accomplishes more than just moving boxes around on a chart with a new administrative staff to oversee it; (4) the agency head must be capable of cooperative styles of leadership. This report does not recommend the agency concept for Fresno for the short range. It does make various recommendations that would help develop a workable climate for this possibility over the long range-- if and when this is desirable. The recommendations of this report stress the development of a coordinative-systems approach over groups of departments. Please see last two pages of Part III for further discussion.

2. Transfer: In some cases, a department consists of too many functions (for example, Superior Court Clerk-Recorder-Elections-Clerk of Board of Supervisors) and necessitates that some be transferred to other departments. In other cases (for example, Veterans-Emergency Services), it isn't necessary that there be a separate department and, in fact, its function would be better served if absorbed into other departments most related to it. A third kind of transfer (for example, Coroner) is suggested to ensure that more specialized and full-time attention is given to it. And a fourth kind of transfer (for example, Courthouse Park) is recommended when a function is more appropriate to a different department than where it is presently located (for example, from Public Works to Parks and Recreation).
3. Elected to appointed department head: Each department with an elected head was given individual study to determine the necessity and purpose of having an elected system. The study looks to the middle and long range needs of ensuring principles of sound management and organization, professionalism, and the need for new forms of countywide administrative coordination, teamwork, efficiency and effectiveness. The report contains the short range recommendations that two elected department heads (Clerk-Recorder, and Public Administrator) be put on the 1974 ballot for a decision to be made appointive. To ensure a staged approach to changing the status of these positions to appointive, thus preventing unnecessary confusion, the report suggests that the Auditor-Controller and the Superintendent of Schools be put on the 1976 ballot, and that the Treasurer-Tax Collector follow at a later time (see Part III, long range section, number 3).

4. Change in appointing authority: To ensure program and policy consistency with the rest of county's human services, selected departments, the Probation Officer--currently appointed by the Superior Court judges--is recommended to be appointed by the CAO. (See page 27, No. 6)
5. Coordinated Cluster:
  - a. This report recommends a coordinative approach to county government rather than the development of an agency structure. What this means is that the stress must be placed on coordination between related departments of each proposed system--coordination, not necessarily centralization. To facilitate this coordination, the report recommends that each system be assigned a coordinator whose full-time job would be to identify and suggest opportunities for more effective communication between the related departments and for coordinated systemwide plans and programs. The coordinators--three Assistant CAOs and one Chief Administrative Analyst--would form a new CAO Cabinet to coordinate programs and policy at the administrative level. (See Part III, Recommendations.)
  - b. Another form of developing interdepartmental coordination is the new dependence on computer information systems. To the extent that participating departments are sharing the same instrument and are therefore required to make similar administrative adjustments for its use, they tend to communicate with each other better and have more grounds on which to cooperate: They get to know each other better. One example is the information system being developed for the judicial system; another is a proposal for a central data file for all county departments (with built-in guarantees of confidentiality--for example, computer keys).
  - c. Still another form of coordinated cluster can be achieved through what is known as "organization development". This function seeks to foster ease of communication between the differing "languages" and professions of county government employees and, above all, to restructure and reorganize teams of employees across all sectors and levels for purposes of problem solving and planning. This will help develop task-force management. This form of management helps achieve more productive work than can be attained in the traditional forms of hierarchy and bureaucracy. This is explained further in Part III.

## SUMMARY OF MAJOR RECOMMENDATIONS

### Short Range:

#### 1. Consolidation-Merger

- a. Environment and Physical Development Department
- b. Health Department (Mental and Public Health)
- c. Consumer Protection Department (Weights and Measures)
- d. Social Services Department (Welfare and Veterans)
- e. Juvenile Hall and C. K. Wakefield School

#### 2. Transfers

- a. Emergency Services to Sheriff
- b. Clerk of Superior Court to Superior Court Administrator
- c. Clerk of Board of Supervisors to CAO
- d. Coroner to Public Administrator
- e. Management Audit to CAO

#### 3. Elected to appointed department head (1974)

- a. County Clerk-Recorder
- b. Public Administrator
- c. Coroner

#### 4. Change in appointive authority

- a. Probation Officer to CAO

#### 5. Coordinated Cluster

- a. Environment and Physical Development System: Assistant CAO
- b. Human Services System: Assistant CAO
- c. Safety, Protection, Justice System: CAO Coordinator
- d. Education-Culture-Leisure Development System: CAO Coordinator (same person who will perform function c)
- e. Finance-Management System: Assistant CAO

### Long Range:

#### 1. Elected to appointed department head (1976 or later)

- a. Auditor-Controller
- b. Treasurer-Tax Collector
- c. County Superintendent of Schools

#### 2. Consolidation-Merger: Systems to become agencies only when cooperative approach is found unworkable.

# **ENVIRONMENT AND PHYSICAL DEVELOPMENT SYSTEM**





## ENVIRONMENT AND PHYSICAL DEVELOPMENT SYSTEM

includes: Planning Department  
Public Works Department  
Environmental Health Division  
Agricultural Commissioner  
Farm-Home Advisor  
LAFCO  
Parks and Recreation Department

### Major Problems:

1. Ordinance management functions relating to land development--such as site plan and subdivision review--are split into three departments: Public Works, Planning and Public Health (Environmental Health Division). This produces a fragmented and disorganized picture to the public, especially land developers, and is an inefficient form for decision making. There is no single place to complete one's development matters with the County. Planning policy and planning implementation do not form a clear and purposeful system.

Planning officials normally check for on-site improvements for principles of design and environmental criteria, determining the conformance of the plan to the intent of County policy for the area in which the site exists. Public Works officials generally inspect the off-site improvements related to the project, such as: Street widening, street surface, curbs and gutters, sewers and water connections. Environmental Health sanitarians will check for water percolation of soils and many other matters relating to the sanitation and health aspects of the improvements (see below: Constraints, Environmental Health). The engineering and sanitarian aspects of site improvements lend themselves best to clearly stated standards and codes and, thus, routinized review. The key element to site development, though, is its conformance to good principles of planning.

2. Current County codes permit off-site plan appeals to go to the Planning Commission. The Planning Commission should not be involved in the off-site plan review process. Their function should be the setting of comprehensive physical development policy and the interpretation of this policy in the zoning process. Appeals for on-site matters are handled through the variance procedure; these are brought before the Planning Commission.

3. Since the creation of the new city/county Joint Building Standards Advisory Appeals Board, the older but still current County Board of Appeals is inappropriately constituted for its function. Originally, the Board of Appeals dealt with building construction matters concerning new development; later, it took on the function of hearing appeals on declaration of substandard building classifications--that is, housing needing either improvements or replacement. Currently, the Joint Building Standards Advisory Appeals Board has the function of matters relating to building construction codes. In effect, the Board of Appeals' major purpose today is the problem of substandard housing. Yet, of its nine members, seven are from the building and construction trades; only two are 'public' members. This seems to bias the Board's perspective to demolition and new construction when hearing the social perspective appeals of those whose homes have been designated substandard. The Board of Appeals needs a stronger layman--social perspective to ensure fairness of treatment.
4. Fresno County lacks a clear position whose function is the comprehensive coordination of physical, social and economic resource policy. There is no clear line of authority for positive environmental development and protection planning at the policy level of county administration.
5. The Environmental Protection Committee (EPC) does not include adequate representation by county units related to the physical environment. Current representation consists of: Planning, Public Works, Environmental Health, and Agricultural Commissioner. Thus, the EPC is not capable of giving comprehensive responses to the major development issues brought before it for discussion. Decisions made at the EPC have significant bearing on county development. The EPC has the potential of being a major coordinating technical body that relates county policy on the one hand with implementation (development proposals) on the other.
6. Currently, the Public Works Department maintains the grounds around County buildings as well as Courthouse Park and neighborhood parks. (For example, Tenaya Park) This is a duplication of the Parks and Recreation Department's function and capabilities.
7. The Public Works Department carries out the receiving of freight at the Courthouse. This should be a Purchasing Department function.
8. There is need for greater efficiency of purchasing matters in the Public Works Department. This is especially found in the purchase order process.

Constraints:

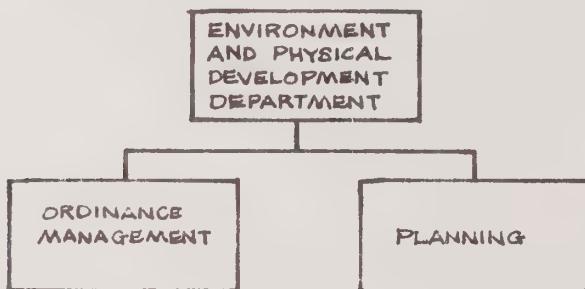
1. The Environmental Health Division of the Public Health Department relates to the site plan and subdivision review process to ensure that health standards are satisfied. One land use sanitarian and one environmental impact report sanitarian refer all proposals to specialists throughout the Division who determine compliance with health standards set by local policy and State code: no single individual or element of Environmental Health can be especially singled out as having full or primary responsibility for reviewing land development proposals. Detailed and extensive discussion with Environmental Health staff yields the conclusions that:
  - a. The Division can not be effectively divided and separated--part for Environment and part for Health. Further, it would serve no purpose to reassign the Environmental Health Land Use Sanitarian and Environmental Impact Sanitarian (both of whom coordinate the division's review of site plan and subdivision applications) to the physical environment area. Site plan reviews entail comprehensive responses throughout the division, depending on the nature of the application.
  - b. The Division is more effective within the Public Health Department than it would be within the Public Works Department or in an Environmental Agency. Both Environmental Health and Public Health make strategic use of community organization techniques. This is an educational function to bring about local capabilities to prevent environmental pollution and causes of disease (sanitation, vector control, etc.) and to bring about a healthier quality of life. This is not a function that relates well to either Planning or Public Works departments.
2. Certain State laws specify the responsibilities of the County surveyor (Public Works Director) with respect to land developments, including site plan, subdivision and parcel matters. Further study is necessary to determine which of these responsibilities could be delegated--to give needed flexibility in consolidating land development functions between Public Works and Planning.

Major Recommendations:

1. Relieve the Planning Department of its day-to-day involvements with land development by reorganizing it as a Planning Division of the proposed Environment and Physical Development Department (EPDD). The purpose of this division should be to maintain the county general plan as a continual process of revision and updating; this division should ensure that there is a total county General Plan in which goals, objectives and land development strategies are current and significant to present and anticipated social, economic and environmental needs. This division should coordinate available data and information and to measure and

evaluate the forces of change in Fresno County. It should seek the creation of policies that will best manage current social and economic resources for middle and long range purposes.

2. Organize a new Ordinance Management Division within the proposed Environment and Physical Development Department. In this division, consolidate planning and public works functions relating to site plan and subdivision review. The purpose of this division (sometimes called "current planning" in other governmental structures) would be the management of land development ordinances and standards with respect to site plan and subdivision applications. Environmental Health should remain a division of the Public Health Department. Institute an organizational study of internal administration and State law with respect to shifting functions from Public Works to the proposed Ordinance Management Division.



- a. Short range: Space should be made for an integrated counter area in the Planning and Public Works building for receiving all site plan and subdivision applications. Environmental Health should rotate its staff so that at least two environmental health sanitarians are present at this counter area for purposes of receiving applications, answering questions and referring plans for review by the Environmental Health staff. Planning staff of the proposed Ordinance Management Division should also be present at this counter. Provide adequate staffing at the counter to ensure efficient responses to applicants.
- b. Long range: A new facility should be provided that can house Environmental Health together with Planning and Public Works. This will give Environmental Health staff closer opportunity to coordinate and communicate with the other two departments. Functionally, though, Environmental Health will remain a division within the Public Health Department.

3. The Board of Appeals should be reconstituted to reflect a 50% layman-social perspective to ensure more comprehensive consideration of appeals. Additionally, reconstitute it as a Consolidated Appeals Board that will hear off-site plan appeals in addition to building

and construction matters. The Consolidated Appeals Board should be a quasi-judicial body: appeals beyond this Board should be taken to the courts. Make appropriate changes in the County Code to remove the Planning Commission from hearing off-site plan appeals. (Appeals relating to on-site improvements would continue to be handled through the variance procedure with the Planning Commission.)

4. Hire an Assistant CAO for the Environmental system whose function would be to coordinate policies and programs between the proposed Environment and Physical Development Department, Public Works, LAFCO, Parks and Recreation Department, Agriculture Commission and the Agricultural Extension Service. His purpose would be to develop a purposeful and integrated environmental system and to ensure a clear line of coordinative authority from the Board of Supervisors, through the CAO, to this system. This person should be capable of cooperative styles of leadership and of maintaining a desire among the related departments of the environmental system for clarity of policy, coordination and teamwork. The proposed Assistant CAO would be part of a CAO Cabinet (see Part III, recommendation) and, as such, would ensure policy coordination with other systems of county government. Although the primary office would be with the CAO, he would maintain a secondary office in the Planning - Public Works building (in the manner of the San Bernardino County method).
5. The proposed Assistant CAO for the Environment should be chairman of the Environmental Protection Committee (EPC).
  - a. This committee should be an interdepartmental forum for developing and implementing comprehensive environmental policy and for providing comprehensive responses to major land development proposals.
  - b. Parks and Recreation Department should be included in the EPC.
  - c. The EPC should include at least two lay citizens appointed by the Board of Supervisors.
  - d. Human Services should be represented.
6. The Natural Resources Coordinator should be transferred from Public Works to a staff arm of the proposed Assistant CAO for the Environment. In addition to developing liaison with public and semi-public water, land and water utility resources, he should also develop and maintain relations with citizens groups concerned with environmental matters.
7. LAFCO should be staffed by the proposed Assistant CAO for the Environment and should be seen as a vital policy tool for environmental planning.

8. Transfer grounds function (including Courthouse Park and neighborhood parks) of Public Works to the Parks and Recreation Department.
9. Transfer freight acceptance at Courthouse and related functions from Public Works to Purchasing Department.
10. Purchasing Department should hire an additional person and locate him in the Public Works Equipment Division. His function would be to facilitate the purchase order process, including the providing of forms and obtaining required parts.

Long Range:

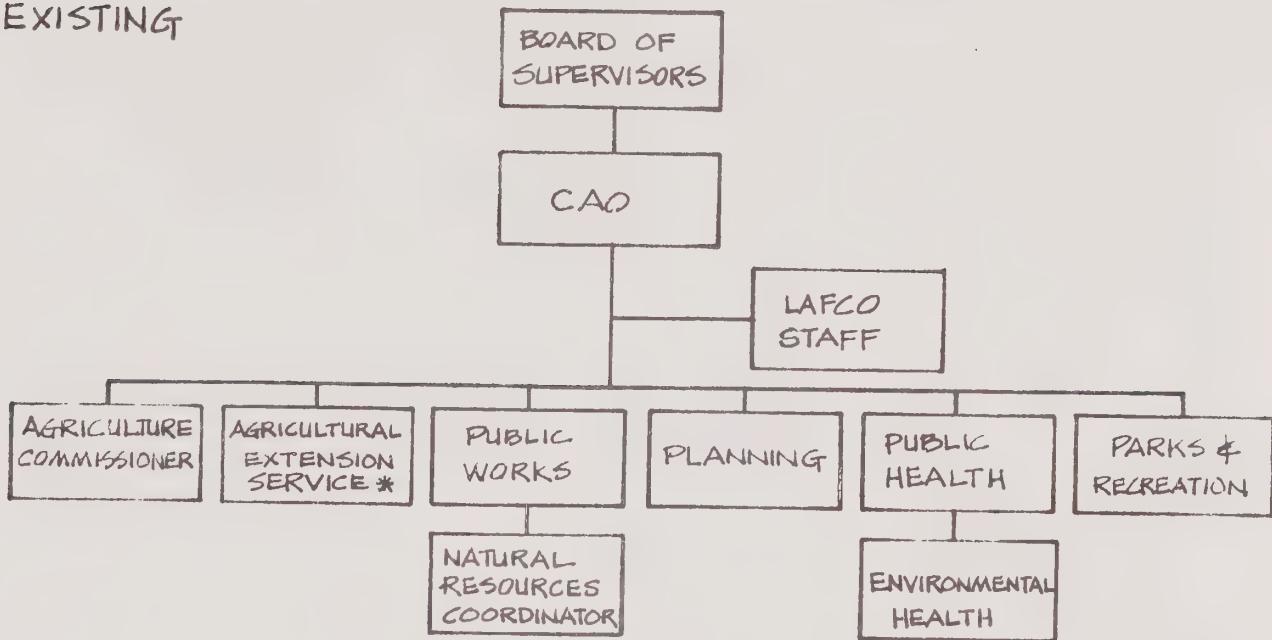
The intention of the recommendations above is to provide Fresno County with an organizational pattern that permits maximum system coordination without having to create an agency structure. Consolidation of ordinance management activities is proposed at the "bottom" of the structure and coordination is proposed at the "top". For this organizational pattern to work (thus, for an environmental system to operate), the proposed Assistant CAO for the Environment must stress cooperative styles of leadership; and the participating departments must indicate a desire for mutuality of decision making in areas of joint concern.

If it is found that Fresno is not capable of a cooperative and coordinative structure in the environmental system, then there would be no choice but to adopt the more traditional and hierarchical agency form of government. The essential difference would be that the Assistant CAO, as agency head, would have line as well as coordinative authority over his department heads: he would be authoritative rather than suggestive. Obviously, it would be too much for one agency head to keep track of both Environmental Planning and Public Works. It would therefore be necessary to form two agencies: an Environmental Agency (encompassing Agriculture, LAFCO, and the proposed Environment and Physical Development Department) and a Public Works Agency. This, as is found in other California counties that have gone the agency route, would necessitate two Assistant CAO's rather than one, as recommended in this report.

If, on the other hand, the coordinative structure recommended for the Environmental System does work, Fresno will successfully avoid all need - either short or long range - for an agency structure. Basically, it comes down to the capability of the men who fill the key posts of the proposed structure, and their willingness and effort and ability to make it work.

# ENVIRONMENT AND PHYSICAL DEVELOPMENT SYSTEM

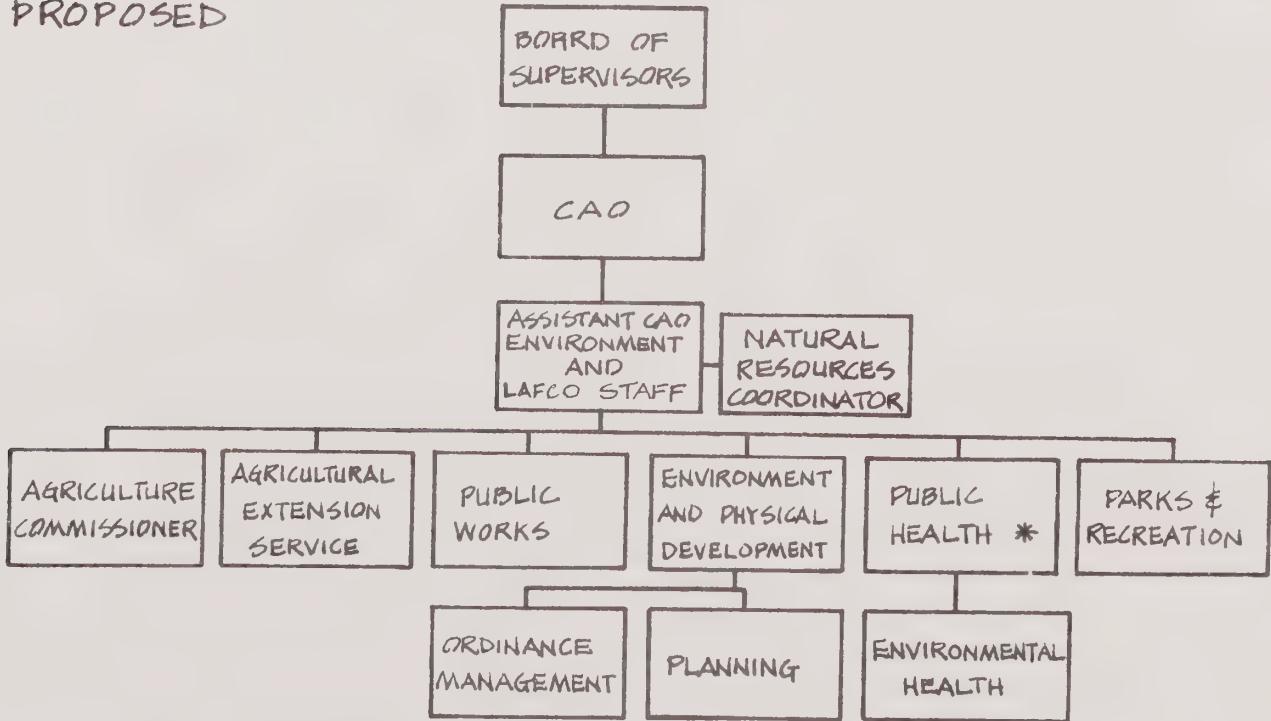
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\* FARM-HOME ADVISOR (APPOINTED BY UNIVERSITY OF CALIFORNIA)

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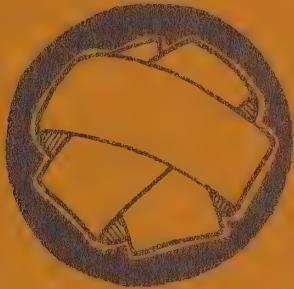
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\*SEE HUMAN SERVICES COMPONENT OF REPORT



# HUMAN SERVICES SYSTEM





## HUMAN SERVICES SYSTEM

### Major Problems:

1. The social environment of Fresno County is not provided for in a systematic way. While there is some middle and long range planning for the physical environment--including roads, waterways and other major land developments that form and influence the physical context of life--the social environment is only treated in the short range and generally on a crisis basis. Because there is little preventive planning for the social health of the county, the taxpayer is burdened with mounting curative costs for physical and mental health, welfare, and other so-called "social services".
2. Fresno County began as a pioneer farming region where human independence was a necessary fact of life. Today and into its future, Fresno County is increasingly urbanizing and can no longer afford the costly luxury of crisis welfare. Agricultural mechanization over the next ten years will probably create an unemployment problem greater than anything known thus far in this region. Comprehensive preparation of the social and economic environment is necessary to address this problem before it materializes.
3. As our modern society becomes increasingly complex and less amenable to control at the community level, many of our citizens lose the feeling that they can play a responsible role in determining what will happen to their own lives. It is necessary that some means be found to develop and facilitate responsible participation of citizens of all lifestyles in the policy making and administration of their county government--and to make county government a viable authority for planning and directing the flow of social and physical change. County government must become more than the administrative machinery of State government. It should have the ability to assist local communities in creating as well as reacting to their social-economic-physical environment.
4. Fresno County does not have a health system that prevents as well as cures physical, public and mental health problems. This problem is increasingly and unacceptably costly to the individual user of health services and to the county taxpayer. In the area of physical health, the institution of medical practice is so heavily oriented to curative measures that hospital costs are outstripping any other element of county government. Public Health needs its purpose redefined from its early-century primary orientation to the prevention and control of communicable disease and problems of environmental

sanitation. In an urbanizing county, this department's function needs to be seen also as a participant in developing a socially as well as just physically healthy environment in which to live. Present efforts to bring Mental Health and Public Health into one Health Department will facilitate the achievement of this redirection in purpose.

5. There is need to integrate the billing systems of the hospital and the Mental and Public Health Departments. All fees for health services should be centralized across the health system as a whole.
6. The purposes of Public Health, Mental Health and Valley Medical Center are not clearly distinguished with respect to decentralization of services. There is significant duplication of programs administered in the Public Health Department and at Valley Medical Center (VMC), including: Well-baby clinics, preventive health education, prenatal care, x-ray, laboratories, and other programs. The problem has been in part due to the public health and hospital medical professions' need to develop a shared philosophy of health care delivery that makes the most efficient use of both institutions in a team effort. There is need for a clear organizational pattern in the health delivery area that will prevent costly administrative duplications and overlaps.
7.
  - a. Welfare has traditionally been a crisis intervention institution in Fresno County. Until recently, it has had very little if any relationship to crisis prevention. On the other hand, crisis prevention involves the entire social and economic delivery system that transcends any single department or agency of government. The relationship of human services agencies should be something more than the referral of human cases from one to another department for related services. Rather than relate departments and agencies over the present misfortunes of individuals, they should be related in a coordinated system of services. This system should plan the prevention as well as cure of the social, economic and physical environmental factors that make it difficult for many to live decent and healthy lives.
  - b. The office environment of the Welfare Department is extremely inadequate and demeaning to the human dignity of both employees and clients. It is shoddy, cramped, old and spread out in a number of disconnected buildings. The goal of welfare should be human dignity.
  - c. The Family Support Division of the Welfare Department spends about \$160,000/year to bring in over \$2 million on absentee fathers, welfare fraud, etc. Some would have this function transferred to the District Attorney's office to increase the

efficiency of prosecution. On the other hand, this function should be treated first as a social and therefore rehabilitative and remedial problem before it is referred to the District Attorney for prosecution. An example would be the helping of a family in need of resolving its social and economic problems and to relieve it of the necessity for committing welfare fraud. Treating this problem through prosecutorial functions has the effect of forcing broken homes.

8. A vital factor missing from a county-controlled system of human services is manpower: job training and placement for our present and anticipated unemployed. As a state agency, the Human Resources Development Department (HRD)\* merely plans its budget from forecasts made of the local and regional economy--it is not an active participant in the creation of middle and long range economic and social development policy. Like welfare, it is a reactor to social problems rather than a constructive force to prevent them from happening. It is the nature of the fragmented and nonsystematic human services agencies that this is the case. Additionally, though, there is a jurisdictional problem: HRD is a State operated agency and, as such, is not a participating member of local physical-economic-social development policy making.

Recently, under the Manpower Revenue Sharing Program, the City of Fresno and the County Board of Supervisors entered into a Joint Powers Agreement to institute a city-county committee that will review all manpower programs for Fresno County. Three councilmen and three Board members will be the local decision making body concerning the allocation of manpower resources to local employment and skills development programs. A great majority of the manpower evaluative literature indicates that a great weakness of these programs is the need for directed economic development that increases the job market for the hard-core unemployed and underemployed. It is anticipated that, without a creative economic development perspective of this nature, the new Joint Committee will be too heavily involved in the internal budgetary problems of the manpower agencies -- that is, rather than seeking to improve the economic factors that will further their success.

9. The function of the Probation Officer is to carry out the will of the courts with respect to those convicted of civil and criminal offense. The current philosophy of this function is one of rehabilitation of the individual to safe and full participation in society. As such, the probationary arm of the justice system is reaching out more and more into the Human Services System and is increasingly an important element of it. There is need for consistent relationship of Probation programs and the operations of human services departments of county government. This consistent over time is not fostered

\*The name of this department was changed as of January, 1974 to Employment Development Department (EDD).

by the current practice of having the Probation Officer appointed by the Superior Court judges--whose electoral status keeps the court's philosophies in flux. Like the Public Health and Mental Health programs, Probation has the need to decentralize into district offices to serve individuals in various parts of the county. Currently, it has an office in Sanger and it plans to open others in Coalinga and Kerman. This program of decentralization should be joined with the rest of the human services system.

10. The Veterans Service Officer is an advocate for returned GI's who need readjustment assistance to the society that sent them into military service. This service would be more effective if consolidated with the human services department to which it relates than it currently is as an independent department. In addition to the need for better programmatic and functional coordination with other human services departments, Veterans should also be housed with them; currently it is located in the Courts building.
11. (background): Fresno County Economic Opportunities Commission (FCEO) is the locally designated agent (Community Action Agency or CAA) of the national OEO program for Fresno County. Initially begun in 1965 in Fresno, FCEO became an independent nonprofit corporation under California State law in 1967, and has had the responsibility of administering a wide range of federally funded programs oriented to improving the social and economic conditions and opportunities of life for the County's poor. Federal agencies such as Health Education and Welfare (HEW) and Department of Labor (DOL) rely upon the local CAA to ensure the programmatic provision of direct services that they fund, such as : health clinics, manpower training, headstart, senior citizens activities, and many others. FCEO has the capability, on a contractual basis, of providing Fresno County government with specific social and economic services directly to eligible county residents in both the urban and rural areas: in the way that County government might contract with IBM or some other computer outfit for systems development services, Fresno County may receive specialized antipoverty services through the administrative capabilities of FCEO. FCEO maintains program linkages with several of the County's human services departments, such as Mental Health, Welfare and VMC. Should the County decide to decentralize its human services departments (see page 27, number 7), coordination by referral or by direct service might be considered with FCEO's capabilities.

#### Medical Care Delivery

The Medical health care system can be broken into three elements of service: primary (outpatient) care; secondary (inpatient) care; and tertiary care. Secondary care is treatment requiring operation

and the necessary technological and specialized manpower resources of a hospital. Tertiary care is post-operative treatment such as rehabilitation and, generally, recuperative services. Primary care is the system of treatment that does not require hospitalization, for example, headaches and minor illness.

During this century, more and more people have been seeking medical care; but the professional medical population and its technology have not been able to keep pace with this demand. The technology of medical practice has become increasingly specialized, making general-purpose and primary level client service an inefficient drain on limited professional resources. What is needed is a "gatekeeping"\* system at the primary care level in which initial examination and treatment can be given prior to time-consuming professional attention by specialized physicians.

Primary care can be conceptualized as a continuum that ranges from preventive functions, to first-contact service and, finally, to medical treatment to prevent the need for hospitalization. The preventive functions would include educational approaches to a community to ensure that people lead healthier lives. The "first-contact" element would include treatment for problems that can be cared for in a one-stop visit to the medical practitioner. And the "medical-treatment" end of the continuum includes all outpatient care that requires repeated visits or which necessitates comprehensive professional skills.

Outpatient care can be further broken down into treatment that can be given in decentralized locations away from the hospital, and treatment requiring the specialized technology and manpower that is only available at the hospital. Efforts are being made in the medical profession to decentralize as much of primary medical practice as possible. Telecommunication of information, x-rays, etc. are examples of this.

Another element that must be considered is the rising costs of inpatient care and the necessity, therefore, of shortening the hospital stay as much as possible. One means of this that is recently developing is the Public Health Nurse who carries post-operative treatment services to the patient's home or some other location outside the hospital. This person serves a liaison function that relates the clinical hospital situation to a patient's home life. This effort to decentralize the professional approach to tertiary care helps reduce the load on hospital manpower and permits it, therefore, to serve a greater number of patients.

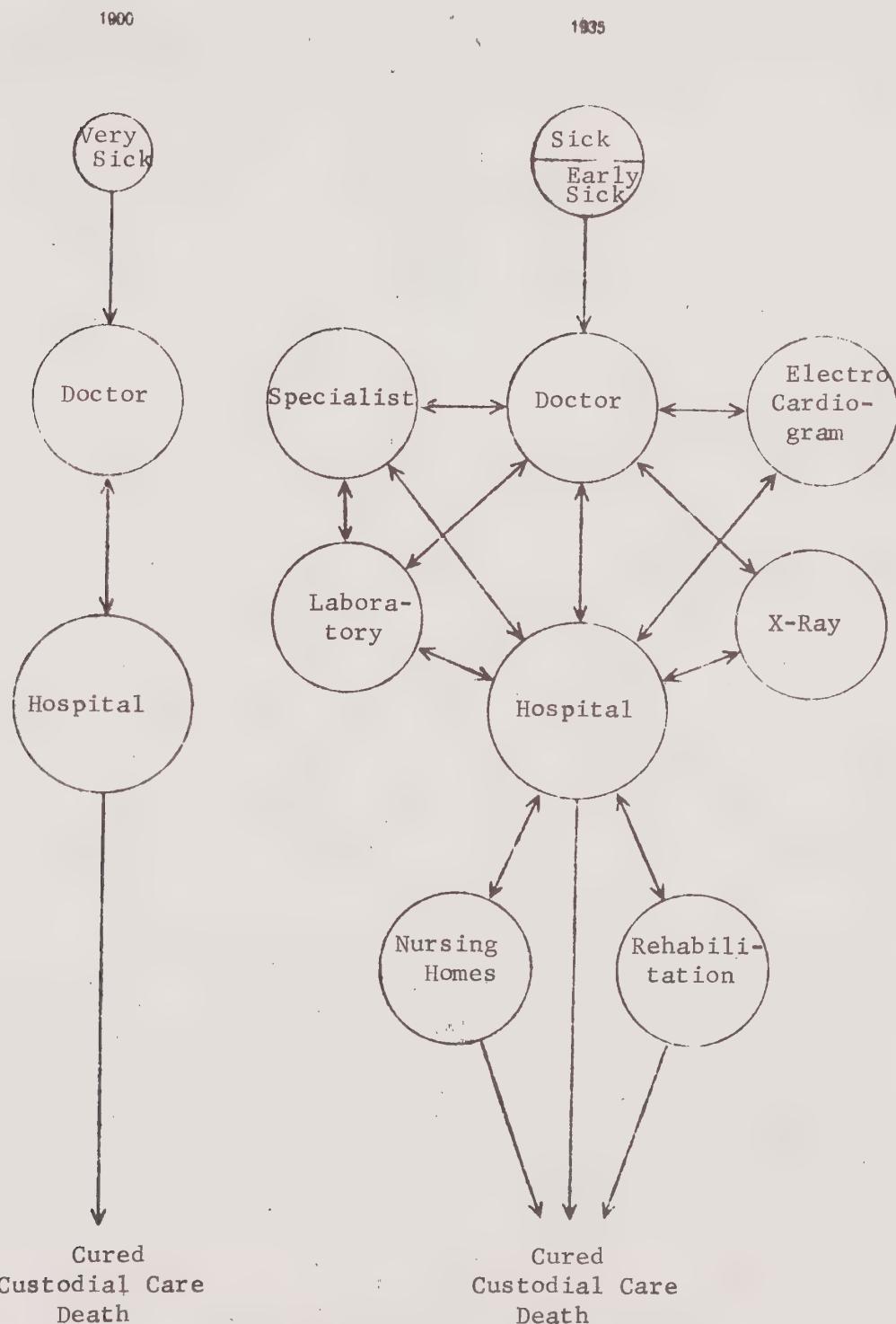
\* Gatekeeping currently is a commonly used term in the health and medical professions to mean the determination of need for treatment.

Another type of profession oriented to reducing the demand on a doctor's time is Medical Social Work. A trained medical social worker is familiar with the family, job and emotionally related problems a patient faces prior to, during and following major medical treatment. This is the "bedside" element of medical practice that is so costly in an increasingly specialized profession. The purpose of this profession is to permit the doctor to focus his attention on the specific medical treatment at the site of treatment while at the same time permitting a comprehensive and "human" approach to a patient's life. Together, the Public Health Nurse and the Medical Social Worker have the potential--as a team--to bring more and more of medical practice out to where people are, and of reducing inefficient uses of the centralized medical technology, facilities and specialized manpower.

A most inefficient use of a limited medically trained manpower is the same use of the doctor-nurse hierarchy at the preventive, first-contact and some medical-treatment levels of primary care as is used at the secondary or acute levels of treatment. In much of the out-patient element of health delivery, it is not necessary for a doctor to be directly on hand telling a nurse what to do. The trend of technology in this area of health service is the "consultative" use of doctors--the one giving the initial examination or treatment can be in professional communication with a centralized pool of trained manpower and technology to help diagnose problems and determine treatment.

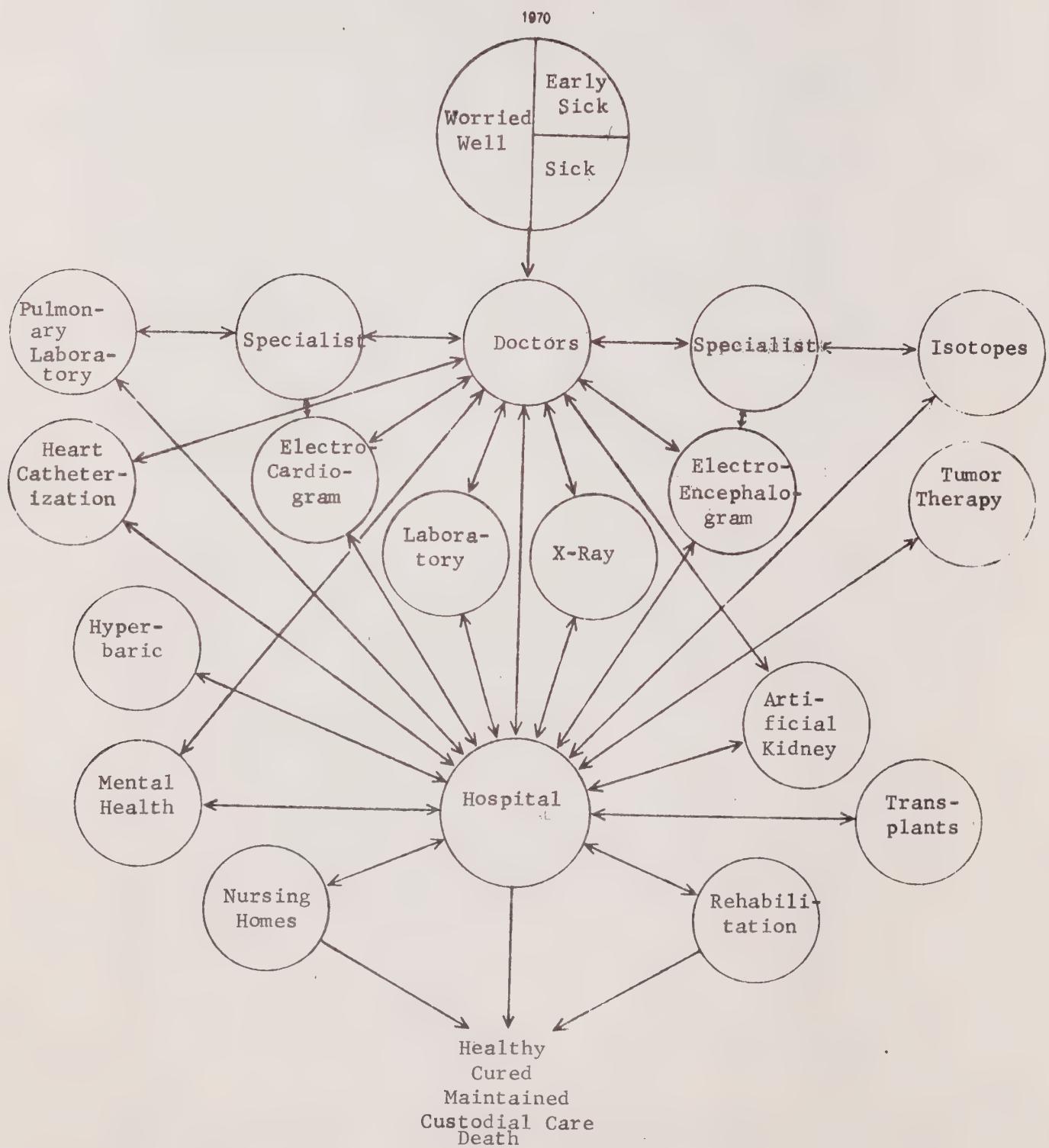
The recently developing profession that is helping make this efficiency of medical practice possible is the Nurse Associate (or similar para-professional title). This profession is currently being employed most in the areas of family practice and pediatrics--where the caseloads are outstripping the supply of trained manpower. The Nurse Associate can take initial medical history and examination data and prepare a patient for more efficient care at the next order of treatment--if a doctor is necessary. This person can also give "first-contact" primary care and, with consultation, some "medical-preventive" primary care. A major criticism of the paraprofessional idea is that only a doctor can effectively and comprehensively diagnose a patient. On the other hand, increasing and necessary reliance on the paraprofessional in emergency units such as fire and police plus the communications technologies that foster the "consultative" presence of doctors are slowly developing a new trust among physicians in their use.

The following two diagrams indicate the nature of the change in the medical institution and its costs to the individual user.\*



\*Sydney R. Garfield, "Delivery of Medical Care", Scientific American, April 1970 Vol. 222 No. 4, pages 15-23.

The element of "worried well" should be seen as the preventive and decentralized functions proposed for the new Health Department and the Human Services Agency as a whole. This should help reduce county medical costs.\*



\*Ibid., p. 20.

## Health Care Delivery

Medical care is only one element of health care. Medical care treats physical illness. Health care prevents as well as treats both mental as well as physical illness; it includes the comprehensive mental, social and physical welfare of the individual. In the diagram on the preceding page, the "worried well" half of the top circle is directed, by comprehensive health care, away from the expensive "early sick" and "sick" stages of illness.

When someone is sick, he must seek medical attention. In medical care, the patient comes to the provider. The philosophy of health care is the reverse. Service is user-oriented to help prevent his need for medical treatment. Health care includes the delivery of primary and secondary mental health services. The goal is to help people feel good and, thus, to lead healthy lives for themselves. Health care also includes the delivery of public health service. The goal is a healthy environment and healthy family life including prenatal, well-baby and nutritional objectives. These objectives of mental and public (social) health are best achieved by going out to where people are--to their homes, schools, community centers and, if possible, to outreach clinics.

Because mental health and public health closely share preventive philosophies and strategies of decentralized service without the constraints of specialized technologies (like a hospital), the trend nationwide is to consolidate them into a single Health Department. In this way, they mutually carry out their purpose. One means they use is community organization. At the grass roots level, citizens are brought together to create a better community life. The Mental Health Department, following the concept of decentralization, is currently seeking methods of taking secondary treatment out of the in-patient category. Regular-basis counselling would be set up on an outreach basis at county clinics.

What this means is that the purpose of health care is best carried out in a program of decentralization. Medical care, including assessment and treatment, is an aspect of comprehensive health care. It is necessary to distinguish between centralized medicine on the one hand and decentralized health (which includes medical care) on the other. By making this distinction, it is possible to see a difference in purpose between the hospital (Valley Medical Center) and a consolidated Health Department. By giving to the hospital all administrative responsibilities for centralized medical care and by giving the administration of decentralized health care to the Health Department, it is possible to end all possibility of programmatic and administrative duplication and overlap between them.

The alternative to this would be for VMC to administer its own program of decentralized medical clinics while the Health Department would do

the same for its clinics. If this inefficient and expensive situation is not corrected, it would be necessary to devise some sort of an agency structure to consolidate these parallel programs. A better approach would be for the hospital to provide physicians to fulfill the specifically medical care aspects of comprehensive health care clinics administered by one department: a consolidated Health Department.

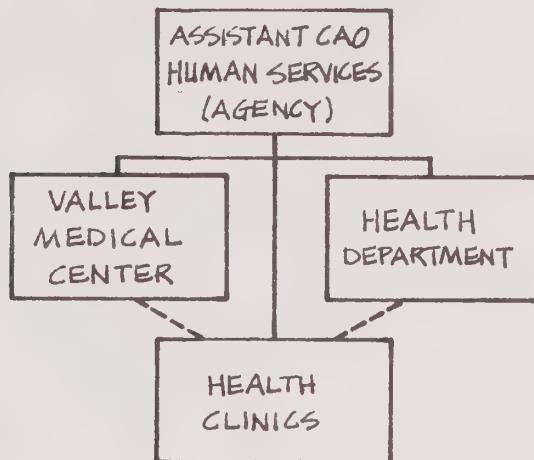
Not only would this prevent the necessity of a bulky health agency administration that brings VMC and health into one over-arching organization, it would ensure in a very simple way that primary medical care would be a coordinated element of a comprehensive health care program. If both VMC and Health operate outreach or clinic programs, it would be necessary that an Assistant CAO for Human Services be hired to carry out the line functions of administering an agency. If only the Health Department runs the outreach program--to which physicians are sent from the hospital, an Assistant CAO could be hired to coordinate and develop policy and plans for the entire human services system.

There is an additional advantage to the proposal to consolidate decentralized health care delivery in a Health Department. At the proposed health clinics, the Health Department could provide Nurse Associates (paramedical staff) who would be practiced in comprehensive assessment or diagnosis: mental and social as well as physical. In this way, it would be possible in a one-stop service to lessen the loss of patients who directly seek attention from physicians and other professionals when in fact they may have need for other specialized services.

The Health Department's clinic staff would act as comprehensive mental-physical health system "gatekeepers", ensuring patients are channelled most efficiently to the care most appropriate to their need. In minor or first-contact primary level cases, the Health Nurse would give treatment as well as the assessment. In cases calling for professional attention the patient would already be prepared for the physician's or psychiatrist's specialized attention. This comprehensive gatekeeping would reduce much of the initial doctor-patient time consumed in health care delivery.

### Parallel-Program Approach: shortcomings

The parallel-program approach for health care decentralization would look like the following: an Assistant CAO would be a line

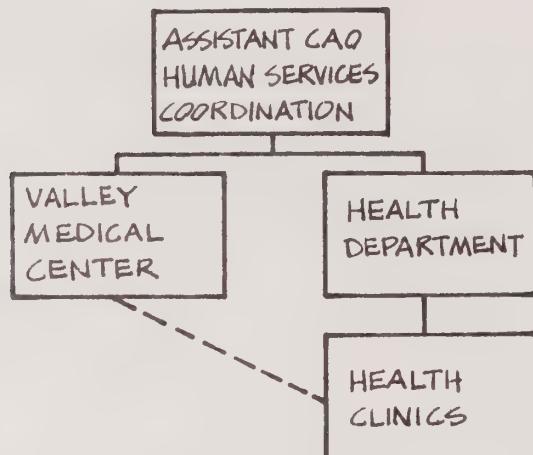


administrator who would manage multipurpose clinics at which VMC and the Health Department would each operate their own programs. Medical care would be separate rather than consolidated and integrated with health care. The clinic would therefore house physicians and nurses from VMC, public health physicians and public health nurses as well as psychiatric professionals from the Health Department.

There would be question as to whether VMC or the Health Department would operate well-baby, prenatal and other health programs which both agencies deliver today. In certain cases, the Assistant CAO would need his own "agency" staff to operate various consolidated programs pulled from VMC and Health into the clinic. In all, this approach would be bulky, inefficient and possibly unworkable. And it would do nothing to develop a Human Services policy and planning capability at the CAO-cabinet level of authority. The major weakness to this approach is that it does not resolve the problem of clearly distinguishing between the purpose of VMC and the purpose of the proposed Health Department.

### Single-Program Approach: advantages

The single-program approach for health care decentralization would look like the following: the Health Department Director and



not the Assistant CAO would be the line administrator of the decentralized health care facilities. VMC would participate by providing necessary physician support and backup to the Health Nurse staff (the primary care "gatekeepers" for medical as well as mental and social health care delivery). VMC's major purpose would clearly be centralized medical care. The Health Department's major purpose would be decentralized health care--including those aspects of decentralized medical care that do not require physician service.

Medical physicians would be provided by VMC to the Health Department's program. Thus, only the Health Department would operate decentralized health clinics in the county. The hospital would not operate a parallel program of clinics; thus problems of program coordination would be avoided. There would be a clear chain of command for decentralized health care. And the Assistant CAO for Human Services, rather than be a line manager and arbiter, would instead be capable of creating and fostering new policy and planning at the County Administrative level of authority and coordination.

## Major Recommendations

### Short Range:

1. Public Health and Mental Health should be consolidated into a single Health Department. Both mental health and public (social) health share philosophies of working with groups at the grass roots of community organization and community development in a preventive as well as curative approach to health care.
2. The proposed Health Department should be assigned the responsibility of operating a decentralized (clinics) program of health care delivery throughout Fresno County. Decentralized primary medical care that can be provided at the Nurse Associate level should be administered by the proposed Health Department as part of a comprehensive "gatekeeping" function. Patients diagnosed as medically sick should be attended to by physicians-- who would be provided to the Health Clinic from VMC. This arrangement should not interfere with the hospital's physician training program. A major purpose of the Health Department's "gatekeeping" function should be to distinguish "worried well" from "early sick" and "sick" patients (see diagram, page 21) and to reduce patient overload of specialized professional personnel.
3. Improve access to central medical facilities by transferring the location of the Public Health Laboratory to the VMC (retain the proposed Health Department as the Administrator of the PH Lab). Guiding these transfers should be the principle that centralized medicine is a function of the hospital, and decentralized health care is a function of the proposed Health Department.
4. The Veterans Services Officer and the Welfare Department should be consolidated into a new Department of Social Services. The Purpose of this new department would be to consolidate eligibility and referrals to all county human services programs including MediCal eligibility. Veterans should retain a distinct identity as a division of this department. Welfare services to the non-poor should be consolidated into a single delivery system with a single eligibility process with welfare services to the poor (for example: a sliding scale for payment for services that would include "negative" payments.\* Fresno should not wait for

\*A negative payment, in this context, means exemption from payments or having the cost assumed by governmental agencies.

an Allied Services Act to begin efforts at this consolidation (see section, below, "Welfare Department"). The proposed Department of Social Services should have three divisions: Veterans, Eligibility, and Welfare Services; the latter would continue the operation of those welfare programs not phased out by State and Federal mandate. Welfare services should be seen as a function of the various departments included in the Human Services System. The proposed Department of Social Services should be represented at the outreach stations operated (as proposed) by the Health Department.

5. An Assistant CAO for Human Services should be hired to coordinate and consolidate policies and programs among the proposed Health Department, VMC and all other human services departments of county government (including: Welfare, Veterans and Probation). He should pursue objectives of human services consolidation. His function would be one of coordination. He would facilitate the programmatic integration of Probation's decentralization into the Health Department's county clinics. A member of the proposed CAO cabinet (see Part III, recommendations), the Assistant CAO for Human Services would seek to develop operational and policy relationships between the social, physical and economic systems of County planning.
6. The Probation Officer should be appointed by the CAO with the advice of the Superior Court Judges under the appointing procedure for other department heads.\* Additionally, the Probation Department should become a coordinated element of the Human Services Delivery System. On the other hand, it should maintain its location in the Courts building and should be considered equally a key element of the Safety, Protection and Justice System (see chart: Safety, Protection and Justice component of this report). Probation should be seen as a vital link between the Human Services System and the Safety, Protection and Justice System.
7. The proposed Assistant CAO should ensure that all related human services are coordinated in a single program of decentralization at facilities operated under the auspices of the proposed Health Department. Coordination of participating departments into a team-effort should be handled at the Assistant CAO level; then the management of the facility itself, including supplies and maintenance, should be handled by an office manager on the Health Department's staff. A model "district office" for the combined human services system should be opened, housing the Health Clinic, the proposed Department of Social Services and Probation. The consolidated office should have a citizens advisory body (combined elected and appointed) representing the district's service area.

\*This proposal will necessitate a change in the County Charter, and may require statutory modifications.

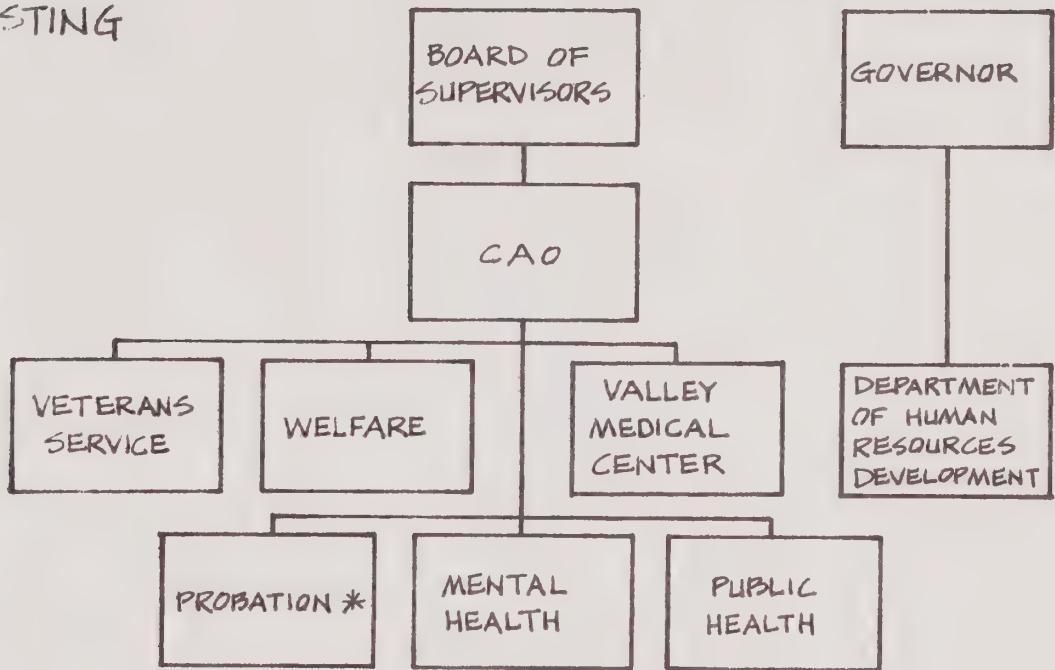
8. Integrate record-keeping and billing (including fees for health services) between the proposed Health Department and VMC as one of the elements in creating a new Human Services System. Establish a central fee division for health services.
9. Migrant and well-baby clinics should be consolidated into a system of ambulatory (walk-in) clinics, for treating all ages and economic classes (end medical/clinical discrimination and the inefficiencies of duplication). This should be a cornerstone for functionally coordinating the proposed Health Department and VMC. This program consolidation should be arranged for implementation at the proposed Model District Office. As an outreach element of the Health Care delivery system, primary health clinics should be housed, where feasible, in county schools (as they once were). These clinics should be administered through the Health Department as proposed for the Model District Office, where they exist; the proposed Model District Offices would administer the school clinic programs in their service area.
10. The Proposed Social Service Department
  - a. A new facility is needed that locates all welfare functions in one building.
  - b. Fresno County should support the proposal for an Allied Services Act. Its purpose is to consolidate all Federal funding of public and private welfare and human services into a bloc grant that would be issued to a consolidated human services system at the local level. Since this may be some time coming, Fresno should begin now to develop functional and programmatic coordination in the Human Services System as recommended in this component of the report. If and when the Act is approved, Fresno County would already have the machinery to operate it.
11. The State Department of Human Resources Development should be encouraged, through the efforts of the new Joint Powers Committee, to participate in the proposed model "district office". The model should be used by the proposed Assistant CAO for Human Services as a means of bringing about functional coordination and consolidation of related human services departments and programs without having to actually create a bulky agency form of government.
12. Those programs of EOC that are related to County government, such as the health clinics, employment programs and head start, should be coordinated by the proposed Assistant CAO for Human Services into the Human Services System.

Long Range:

1. A three-to-four year target should be set on efforts to make the State Department of Human Resources Development's (HRD) local office a county administrative unit under the coordinate direction of the proposed Assistant CAO for Human Services. As such, HRD should become operationally involved in middle and long range social, physical and economic development planning in Fresno County. The proposed Assistant CAO for Human Services should begin early discussions and appropriate planning with State and Federal officials towards achieving this objective. The proposed Assistant CAO for Human Services would seek to constructively involve HRD in a program of countywide preventive health planning (for example, reducing those factors--like unemployment--which lead to poor social health).
2. As the model district office in number 7 of the short range recommendations is found to be a workable idea, other district offices should be instituted as and where justified in the County. Each, like the first, would have a local citizens advisory body concerned with interpreting and developing local implementation of State and County codes, mandates, etc., and to recommend constructive planning policy for Board of Supervisors review. The model of citizen participation currently practiced by the Mental Health Department should be followed for the proposed Human Services district offices, ensuring that citizen boards are more than rubber stamp outfits.

# HUMAN SERVICES SYSTEM

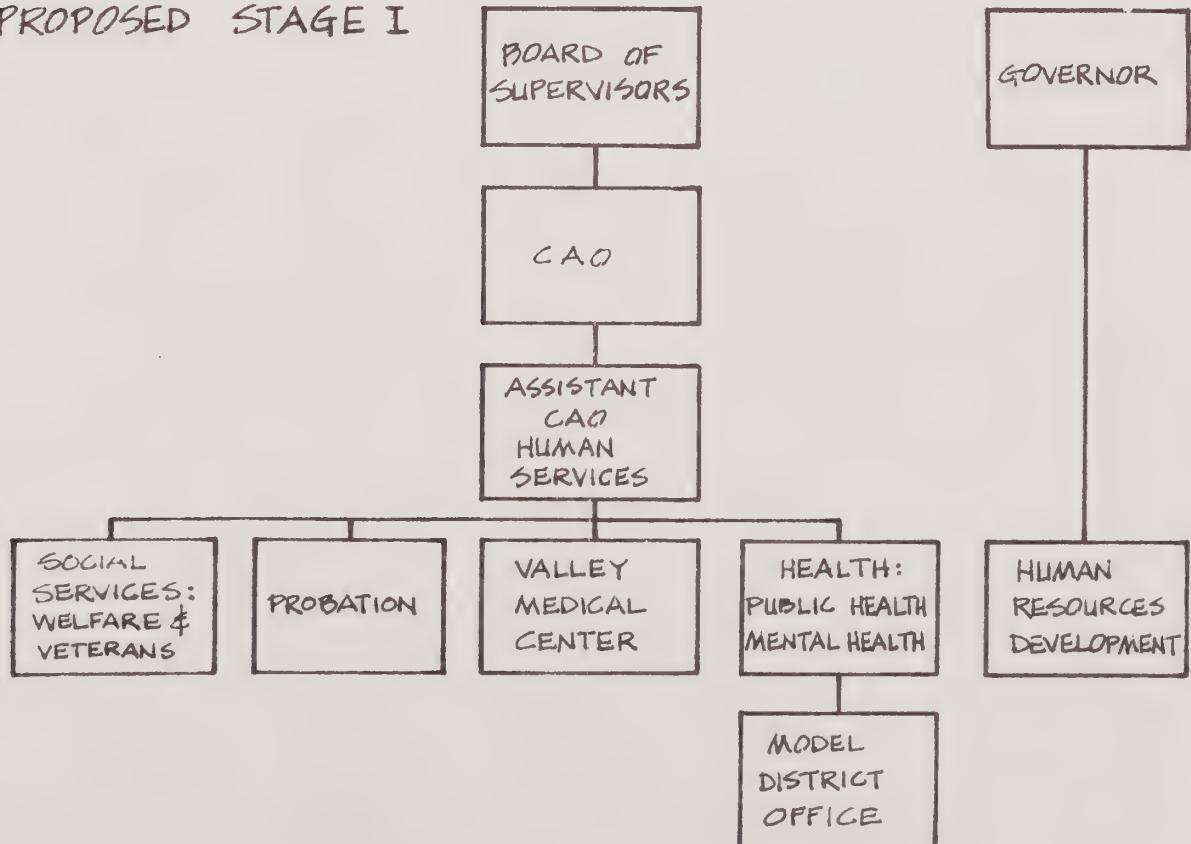
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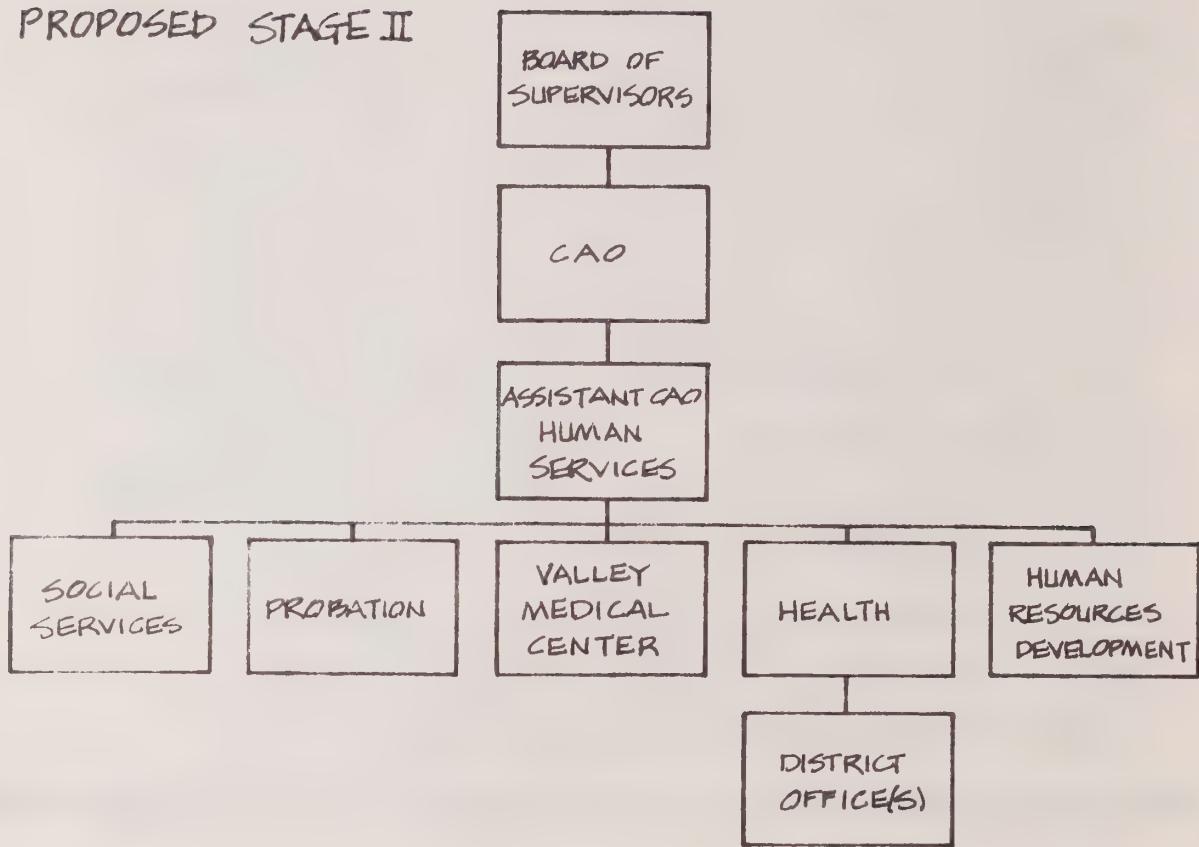
\* CURRENTLY APPOINTED BY SUPERIOR COURT JUDGES

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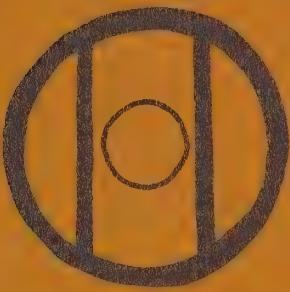
PROPOSED STAGE I



## PROPOSED STAGE II



# **SAFETY-PROTECTION- JUSTICE SYSTEM**





## SAFETY, PROTECTION, JUSTICE SYSTEM

includes: Sheriff-Coroner  
District Attorney  
Public Defender  
Court Administrator  
Superior Court Clerk-Recorder  
Municipal Court Clerk  
Judges: Superior, Municipal, Justice  
Probation Department  
Weights and Measures  
Public Administrator-Guardian  
Emergency Services

### Major Problems:

1. Judicial administration is not systematic.
  - a. Currently, the administrative functions are divided between two departments: Superior Court Clerk and the Court Administrator. The Superior Court Clerk is one of five divisions of the County Clerk-Recorder; the other four are: Clerk to the Board of Supervisor, County Recorder, Elections, and County Clerk (vital statistics). This span of control is too wide to give adequate and constructive attention to all the various functions.
  - b. The Court Administrator needs more authority to ensure the coordinated operation of the court system.
  - c. The division between the Superior Court System and the Municipal Court System is an inefficient drain on the administrative and legal support resources required to maintain them as separate entities.
  - d. There are too many justice courts for an urbanizing county in which modern transportation brings places closer together than in the past. A new "district" definition of what "local" means is necessary--so that local justice can be efficiently and effectively administered in the Fresno County of today and in the foreseeable future. The existing justice court system requires costly support from the county administrative office, court administration, district attorney, and public defender. Additionally, many justices lack contemporary professional skills and require professional support from the prosecuting attorney to ensure that costly appeals processes are avoided.

2. Fresno County needs a systematic approach to consumer protection.
  - a. Currently, Weights and Measures performs various functions related to consumer protection. Its capabilities need to be expanded to respond to an urbanizing population and its contemporary needs and problems.. As currently done by the Weights and Measures Department, consumer protection should be a service provided uniformly throughout the County. Weights and Measures, as a Consumer Protection Department, should be closely coordinated with the Farm-Home Advisor whose function relates to educational and preventive activities in the natural environment.
  - b. The regulatory aspect of consumer protection should have a parallel prosecutorial function in the District Attorney's office. The two functions should be kept separate, though, to ensure that consumer protection is planned and managed through persuasion, education and explanation rather than by last resort enforcement.
3. The Coroner function needs to be seen as a service requiring professional (technical and specialized) attention and centralized administration. Currently, the Sheriff is also the Coroner. The medical aspects of this office are normally performed by a medical pathologist under contract with the County. This arrangement does not adequately fulfill the administrative and technical responsibilities of the function for an urbanizing county. The Public Administrator, as seen in number 4 below, is oriented to processing and protecting the estates of deceased persons and ensuring that creditors are treated fairly. The Sheriff's function is the protection of society.
4. Fresno County's Public Administrator is an elective position. This office does not make policy; it necessitates technical administrative skill. The Public Administrator interprets and administers state probate laws regarding the affairs of deceased persons when there is need for a qualified executor appointed by the government. His office carries out investigations intended to locate heirs, wills and assets, protecting the deceased creditors as well as his estate. He is also public guardian over indigent persons unable to care for themselves and those without responsible family or duly appointed conservators to look after them or their property. There is no valid reason for this office to be elective.
5. Emergency Services is currently administered by the Veterans Services Office. Much of the work entails the coordination of Sheriff with line units of Public Works and other resources related to civil defense and natural disaster preparedness. Functional coordination should not be an activity unto itself separated from the units that are to be coordinated; rather, the function of coordination should be operated by the major unit involved.

## Major Recommendations

1. Clerk-Recorder
  - a. Remove all court-related functions of clerk and transfer them to the Superior Court Administrator's office, thus centralizing superior court administrative activities and adding to Court Administrator's coordinative authority.\*
  - b. Remove Clerk of Board of Supervisors function and transfer it to CAO's office, thus providing CAO with essential administrative link to Board, and giving the Board closer tie with its clerk than is now the case. Expand the purpose of this function into a program development and research service to the Board of Supervisors to help relieve them of time-consuming details that detract from policy making responsibilities.
  - c. Clerk-Recorder should be responsible for vital statistics (birth certificates, marriage lisences, death certificates, etc.), county records, and elections.
  - d. Office of County Clerk-Recorder should be appointive, not elected.
2. A CAO Coordinator should be employed to give attention to developing interdepartmental goals and objectives in the safety-protection-justice system and in clustering related departments in programs to meet them (see page 49, No. 3).
3. Reorganize Weights and Measures into a Consumer Protection Department.
4. Transfer the coroner function to the Public Administrator. Hire a 1/2 time forensic pathologist to administer the program; (pursue the possibility of professional services from Valley Medical Center). Establish a central morgue in conjunction with the storage needs of the Public Administrator (alternatively, seek arrangements with Valley Medical Center). Continue current practices instituted by the Sheriff of utilizing the services of local funeral parlors on a rotation basis.
5. The Public Administrator should be an appointive position rather than elective.
6. Transfer Emergency Services to the Sheriff's Department.
7. Fresno County should support current legislation in Sacramento to consolidate the municipal and superior court functions into one court system. Should this come about, bring the Municipal Court Clerk into the Court Administrator as a division; the other division would be the superior court clerk function.

\*This change carries on the statutory duties of the clerk's office as it relates to the courts.

8. Fresno County should support efforts to consolidate the justice courts so they will be fewer in number. Follow the recommendations of the recently completed California Judicial Council Study.

#### Other Problems and Recommendations

##### 1. Probation Department:

- a. Develop and expand the rehabilitative philosophy of law enforcement by placing the Probation Department into a coordinated role with the Human Services System; thus provide an essential link between law and justice system and the human services delivery system. Probation Department should participate both in the law and justice and social services CAO meetings. The Probation Officer should be appointed by the CAO with the concurrence of the superior court judges; this is an administrative rather than a judicial function. (See page 27, No. 6).
- b. Develop a County-wide coordination of governmental and nongovernmental organizations engaged in activities designed to prevent juvenile delinquency. Establish a Youth Development Commission staffed by the Probation Officer; this should follow the model for the Environmental Protection Committee in the Environmental System.
- c. Develop county-wide coordination of governmental and non-governmental organizations designed to assist adults on probation: Establish an Adult Probation Commission, staffed by the Probation Officer. Alternatively, as above, make adult probation coordination a function of the proposed Human Services System, including the Probation Department within it.
- d. Expand and improve the Own Recognizance Program of the Probation Department (this permits individuals, upon approval, to remain out of jail pending trial without having to post bail).

##### 2. Juvenile Hall

- a. Combine Juvenile Hall and C. K. Wakefield School under one administrative authority (for example, Director of Institutions or Director of Youth Institutions).

#### Internal Administrative and Programmatic Recommendations

##### 1. Sheriff

- a. Sheriff needs a full-time attorney for legal consultation concerning day-to-day problems requiring expert interpretation.

## Major Recommendations

1. Clerk-Recorder
  - a. Remove all court-related functions of clerk and transfer them to the Superior Court Administrator's office, thus centralizing superior court administrative activities and adding to Court Administrator's coordinative authority.\*
  - b. Remove Clerk of Board of Supervisors function and transfer it to CAO's office, thus providing CAO with essential administrative link to Board, and giving the Board closer tie with its clerk than is now the case. Expand the purpose of this function into a program development and research service to the Board of Supervisors to help relieve them of time-consuming details that detract from policy making responsibilities.
  - c. Clerk-Recorder should be responsible for vital statistics (birth certificates, marriage lisences, death certificates, etc.), county records, and elections.
  - d. Office of County Clerk-Recorder should be appointive, not elected.
2. A CAO Coordinator should be employed to give attention to developing interdepartmental goals and objectives in the safety-protection-justice system and in clustering related departments in programs to meet them (see page 49, No. 3).
3. Reorganize Weights and Measures into a Consumer Protection Department.
4. Transfer the coroner function to the Public Administrator. Hire a 1/2 time forensic pathologist to administer the program; (pursue the possibility of professional services from Valley Medical Center). Establish a central morgue in conjunction with the storage needs of the Public Administrator (alternatively, seek arrangements with Valley Medical Center). Continue current practices instituted by the Sheriff of utilizing the services of local funeral parlors on a rotation basis.
5. The Public Administrator should be an appointive position rather than elective.
6. Transfer Emergency Services to the Sheriff's Department.
7. Fresno County should support current legislation in Sacramento to consolidate the municipal and superior court functions into one court system. Should this come about, bring the Municipal Court Clerk into the Court Administrator as a division; the other division would be the superior court clerk function.

\*This change carries on the statutory duties of the clerk's office as it relates to the courts.

b. Efforts should be made in jury selection process to provide increased minority representation (consider the possibility of providing "hardship" funds for those with employment constraints).

4. District Attorney

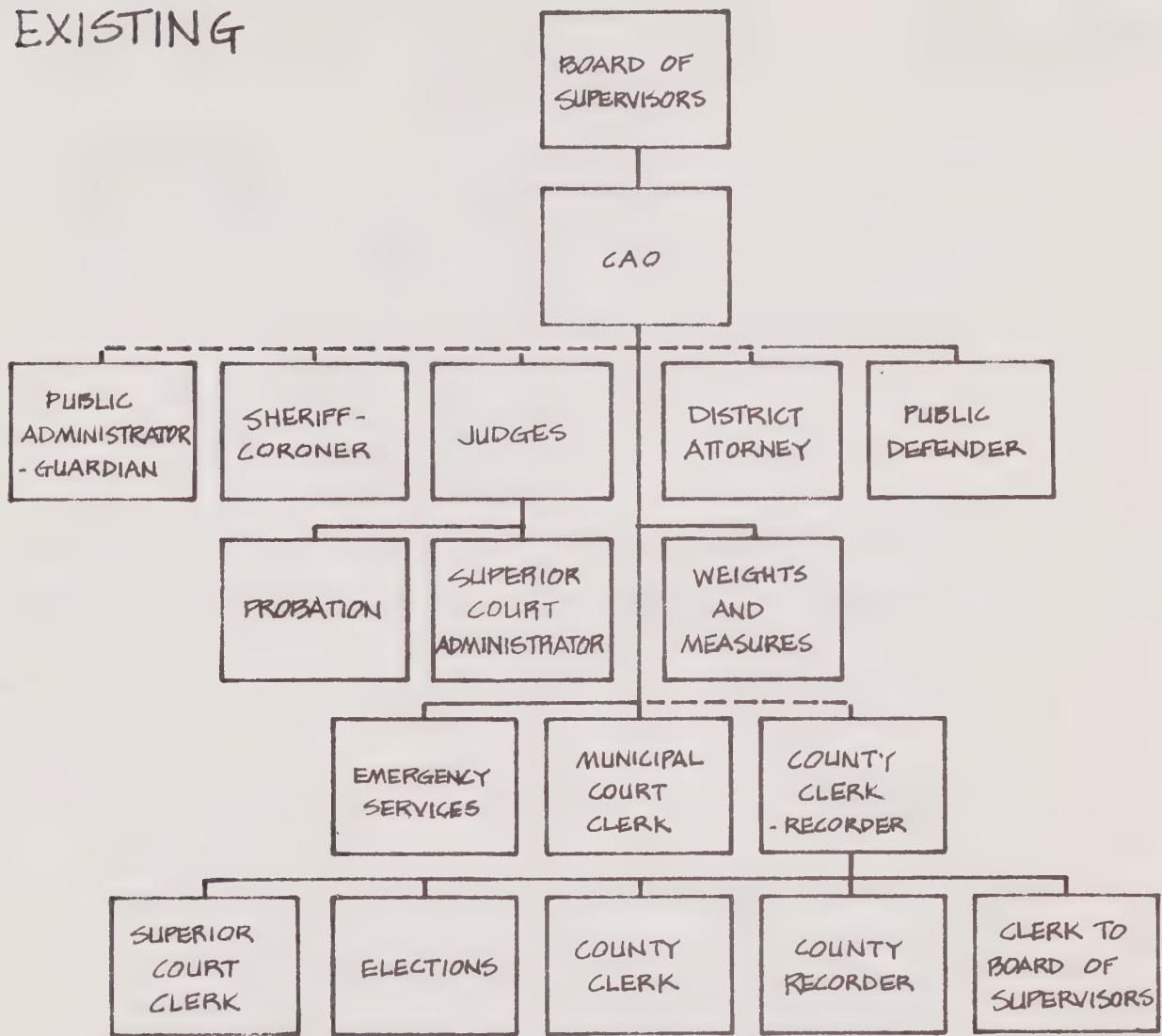
a. The DA should be supported in his efforts to set up a Consumer Fraud unit to prosecute cases brought in by a proposed Consumer Protection Department, from Welfare and elsewhere. The Consumer Fraud unit should be investigatory and prosecutory, but not regulatory. Welfare fraud should first be a rehabilitative problem before being assigned over for prosecution.

5. Public Administrator

A bidding system should be instituted that helps guarantee highest rates of interest on moneys under his jurisdiction.

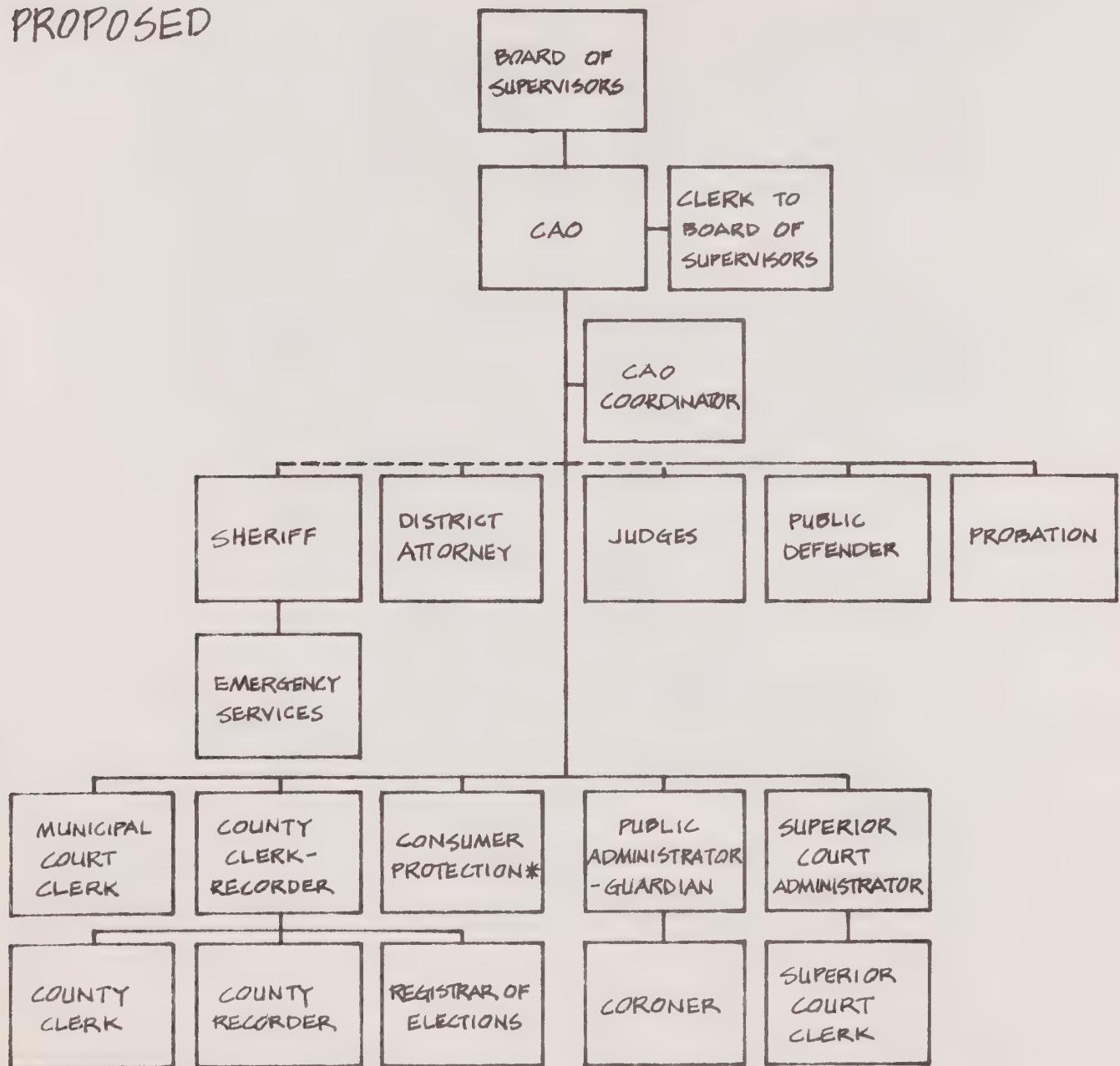
# SAFETY, PROTECTION, JUSTICE SYSTEM

## EXISTING



# SAFETY, PROTECTION, JUSTICE SYSTEM

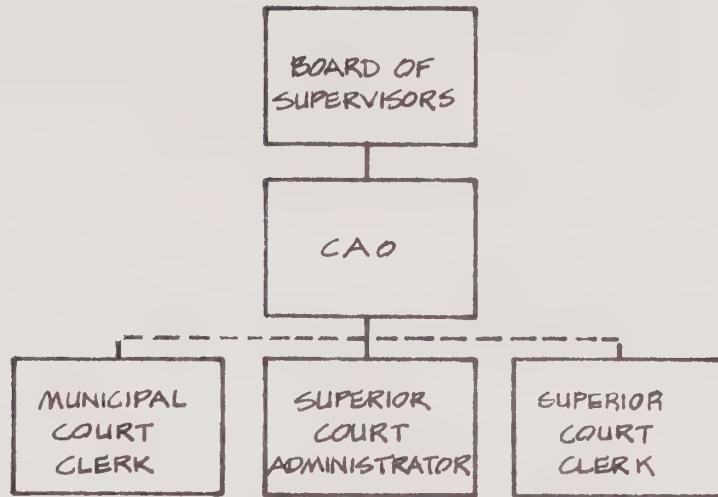
## PROPOSED



\* REORGANIZED WEIGHTS AND MEASURES

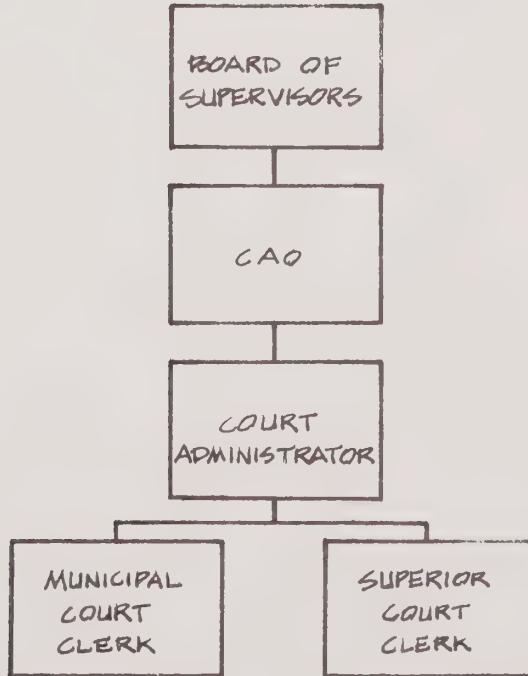
# COURTS

EXISTING



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PROPOSED  
LONG RANGE





**EDUCATION-CULTURE-  
LEISURE  
SYSTEM**





## EDUCATION-CULTURE-LEISURE DEVELOPMENT SYSTEM

includes:      Department of Education  
                  Library  
                  Parks and Recreation Department

### Major Problems:

1. As the County continues to urbanize its way of living and desires, it is becoming more necessary to find an efficient way to "package" related governmental services on a decentralized basis to County citizens. The purposes of schools, libraries and parks and recreation share a similar philosophy: the development of mind and body. Presently, these three departments inter-relate operationally on a nonsystematic basis in the mutual provision of services. This is especially seen in the County schools' use of the library system. But there is a great opportunity for the development of coordinated programs that efficiently achieve a set of shared, clear objectives. An example of this would be the "community centers" concept in which school, library and parks are combined in a single place.
2. There is need for greater participation by this system in the land development process of the environmental system to ensure that their needs are effectively expressed in the shape of continuing county growth. Current participation in the structuring of that process is not systematic.
3. There is little need to maintain the Department of Education's fiscal dependence on the County. The County, under the current system, has almost no control over this department's operations or policy. Coordination with other County departments is entirely programmatic.
4. Currently, the County Superintendent of Schools is an elective position. It is entirely unnecessary to place this position in a political contest. An appointive position would ensure that professionalism rather than political competition is the primary principle of selection.

### Major Recommendations:

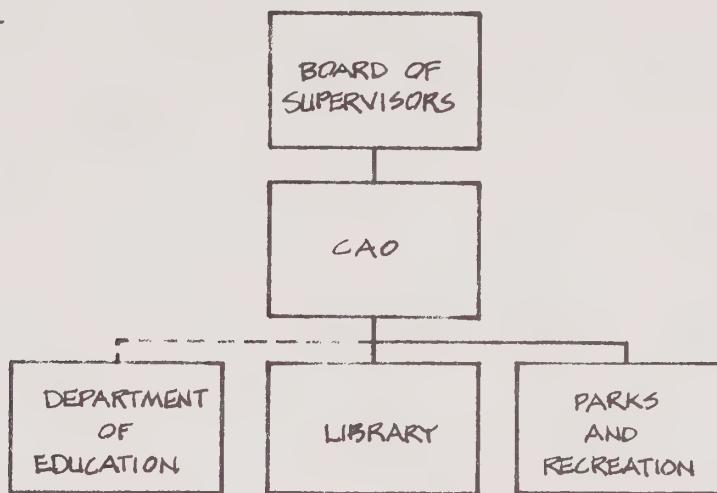
1. Hire a CAO Coordinator (same person as the Safety-Protection-Justice Coordinator) whose primary responsibilities will include the identification and development of interdepartmental objectives and who will help coordinate departmental strategies for carrying

them out. As a first objective, this person should work with the County Schools Department, Library and Parks and Recreation Department to develop the community center concept in the County.

2. The proposed CAO Coordinator should participate in the Environmental Protection Committee (EPC) as well as in other significant administrative structures of the land development system. He should provide information and advice to the schools, library and parks and recreation departments concerning their strengthened involvement in that system.
3. The County Department of Education should be fiscally independent from the County Board of Supervisors. It should set its own budget.
4. The County Superintendent of Schools should be made an appointive position. This should be placed on the 1976 ballot.

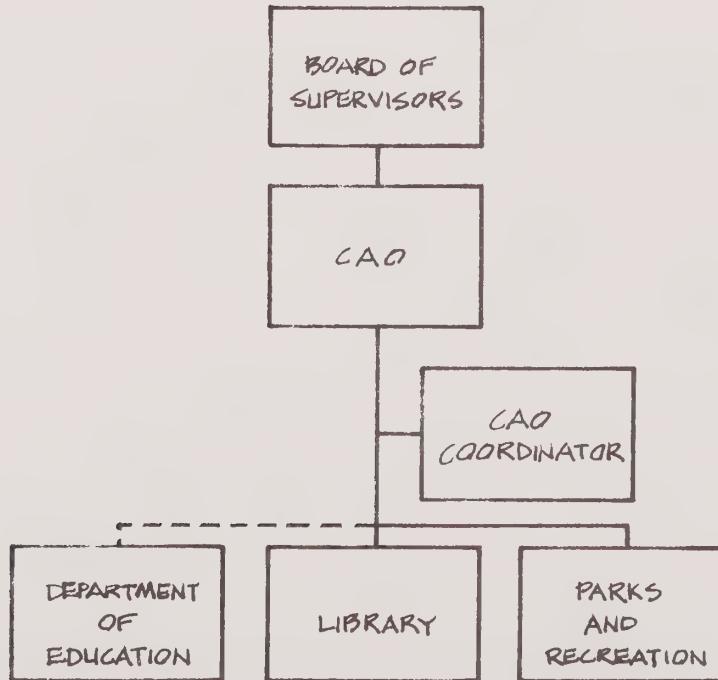
# EDUCATION-CULTURE-LEISURE DEVELOPMENT SYSTEM

EXISTING



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PROPOSED





— CHIEF ADMINISTRATIVE  
OFFICE:  
FINANCE-MANAGEMENT  
SYSTEM





### PART III

#### FRESNO COUNTY ADMINISTRATIVE OFFICE

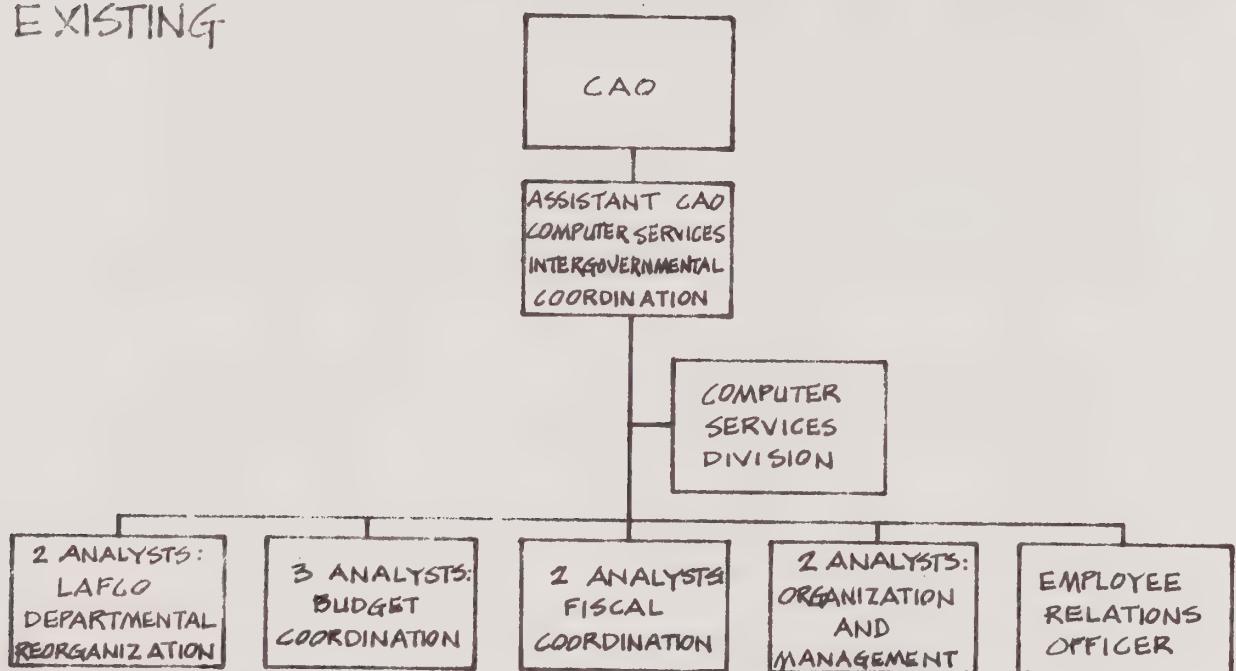
##### Major Problems:

The structure of the County's administrative office is not well suited to its responsibilities to the Board of Supervisors for policy, budget and management coordination and development over all County functions as a whole. One reason for this is that overall County structure hasn't been organized systematically for purposes of management and policy. Consequently, the CAO's office has reflected the following problems:

1. Incongruence between responsibility and experience of staff: Increasing County urbanization is outstripping resources and thus necessitates greater coordination between units of County government. The office of CAO is potentially at the vantage point of seeing these overall needs for systematic program and policy coordination. Except in areas of interdepartmental behavior where there already exists functional agreement to coordinate resources, the administrative office has not been effective in pursuing coordinative objectives. This is in part due to the fact that the present organizational structure of the CAO's office does not provide staff with the depth and time of experience and background required for the responsibility of effective coordination. The logic of this report rests on the idea of reducing the many lines of communication to CAO into systems--though not agencies. The function of the analyst should be related to the problems, projects and related policies of a specific system. On the other hand, the analyst position is not adequate, in itself, to fulfill the responsibility of bringing about the necessary coordination among the departments of each system.
2. Communication overload: Due to the increasing and unsystematic demands placed on the CAO's office from 28 separately functioning departments, the CAO has been drawn too much into day-to-day details: there is little time to devote to policy issues. This eventually has an impact on the Board of Supervisors, whose effectiveness is very much dependent on the quality of staff service provided by their CAO's office.
3. Lack of fiscal management and program perspective: CAO staff have been more concerned with the traditional provision of budget, personnel, special projects (such as: revenue sharing, capital contracts, special studies), and other services than the development of overall county policy and programs. This is

# FRESNO COUNTY ADMINISTRATIVE OFFICE

## EXISTING



basically due to the fact that the County still operates under a traditional line-item budget system with the result that: (a) the budget is not used as an important management and policy-determining tool; (b) it does not provide information and data that assists the policy-makers (the Board of Supervisors) to make fiscal decisions in reference to short and long-range goals and objectives; and, (c) the current budget format lacks information and data to help citizens readily comprehend what County government is doing and how well it is doing it.

4. Actually, the function of budget analysis should be a policy-oriented activity that considers policy alternatives and program implementation with respect to accomplishing overall system goals rather than specific departmental needs. Budget analysis, management auditing and program development should be seen as three complementary functions which, as a team, can interrelate revenues, expenditures decisions and program evaluation.
5. Overlapping functions between the CAO and Auditor-Controller: Traditionally, the purpose of auditing has been only the "fiduciary" aspect of government: to ensure that funds are spent honestly and within the law. Management auditing, a relatively new activity in this field, measures the effectiveness received from the expenditure of funds: it is an evaluative rather than fiduciary function and is a key element in performing overall monitoring and evaluation for County government; it tells the Board of Supervisors and citizens what and how well their government is doing. Currently, both the Auditor-Controller and the CAO are involved in management-auditing activities; this yields inefficient duplication and overlap. Management auditing, as an overall evaluative function, rightly belongs in the administrative office; fiscal auditing is an auditor's function.
6. Need to reorganize post-auditing: Pre-auditing is the function that checks the propriety of spending before funds are disbursed for some reason. Since this is essentially an internal function it is appropriately performed by the Auditor-Controller. Post-auditing, on the other hand, checks after funds have been spent to see that money in fact went where it was supposed to go. Currently, this function is also performed by the Auditor-Controller. Since he does both pre- and post-auditing, he in effect audits himself. Fresno County needs a more objective post-audit procedure.
7. Lack of systematic coordination among the CAO, Assessor, Treasurer-Tax Collector and Auditor-Controller: The budget is the vehicle for relating revenues on the one hand to governmental outputs on the other. There should be a relationship

between revenue and fiscal departments with the program departments: the CAO and thus the Board of Supervisors sits between them. The Assessor places tax value on property; the auditor-controller sets the rate (a mechanical procedure according to strict State guidelines); the tax collector collects the taxes (also a mechanical procedure--like bill collection); and the CAO prepares the budget with the Board of Supervisors. The CAO should have a staff ability to use the budget as a management tool for interrelating revenue, expenditure and policy decisions, and for continual monitoring of program effectiveness. This integrated fiscal process necessitates that the Assessor, Treasurer-Tax Collector and Auditor Controller see themselves as part of a fiscal team with the CAO and not merely as administrative units of State government. This coordination is made difficult by the fact that these three department heads are currently elected officials.

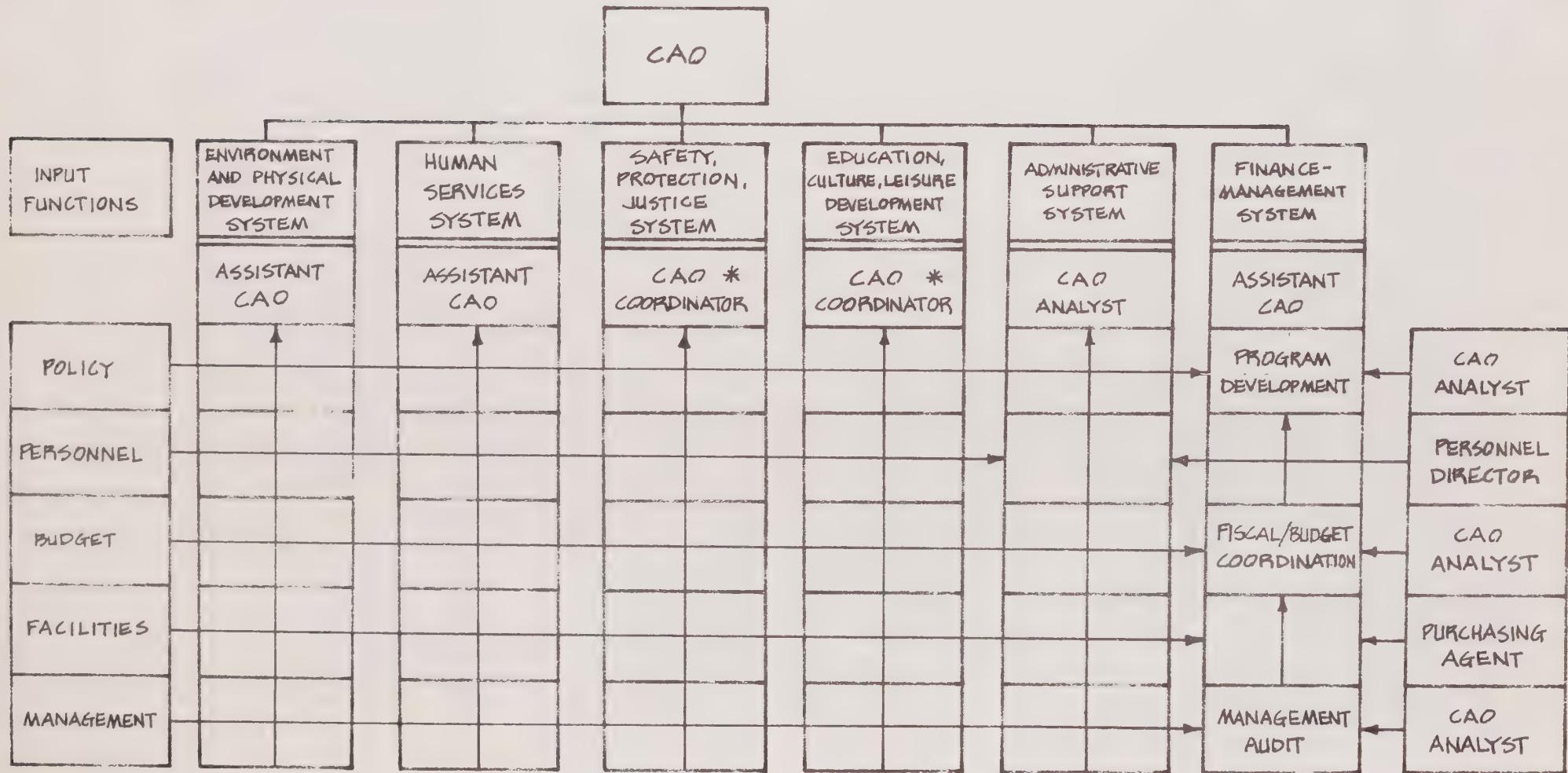
8. Inadequate use of computer technology: Computers and data systems are potentially a valuable tool of interdepartmental coordination in that departments must make similar adjustments to share the instrument and to use a common form of information and, thus, communication. There are, at present, four potential groups of departments that can share a common data base: (a) assessor, treasurer-tax collector, auditor-controller, and personnel; (b) assessor and planning; (c) mental health, public health, Valley Medical Center, welfare and probation; and (d) the public safety, protection and justice system. Currently, Computer Services is a division of the CAO's office.
9. There is no clear unit within the CAO's office whose function is to project future needs of governmental responses--to prevent the necessity of always having to react on a non-systematic and crisis basis. There must also be a looking forward to legislative changes to help prepare local machinery for effective implementation. Also, there must be a capability to canvass nationwide innovations for potential efficiencies in Fresno. Basically, there is need for advance policy-management development to help County government adapt to an ever changing environment.
10. The County Administrative Office lacks a continuing capability for organization development that covers such functions as: interdepartmental communication, employee growth and development, structural improvement, and task-force management. The latter entails groups of line personnel from different parts of County government forming to resolve specific problems or recommend preventative strategies and then disbanding. This has proven to be a more efficient use of personnel than the traditional hierarchical form of management in the private sector. Task force management and communication improvement are aspects of organization development necessary for developing the overall structure and performance of County government.

Major Recommendations:

Fresno County should use a systems approach to reorganization (see diagram on page 49). The logic of this is that it will reduce the many lines of departmental communication to the CAO into coordinated "packages" of six systems. Each system would have a vertical capability for coordinating its functions of: policy, budget, personnel, facilities/material, and management. A second important element of this report is its reliance on a coordinative-systems structure for county government rather than an agency structure. System coordination requires that it be directed by a person of broad generalist and administrative background in the system, who is program oriented (for example: program budgeting), and who is capable of developing voluntary teamwork among the related departments of the system. Recommendations are made below for three Assistant CAO's and one Chief Administrative Analyst to perform these functions of system coordination. Together, they would form a CAO Cabinet.

1. Environment and Physical Development System: An Assistant CAO for the Environment is recommended to coordinate comprehensive policy and programs among the departments of: Environment and Physical Development (proposed), Public Works, Parks and Recreation, Agriculture Commission, and the Farm and Home Advisor. He would be chairman of the Environmental Protection Committee. He would perform the staff function to LAFCO, thus elevating this activity from its current operation at the Chief Administrative Analyst Level (see Environmental component of the report for further discussion).
2. Human Services System: An Assistant CAO is recommended to bring about program and policy consolidations between the related departments of this system. He would facilitate and coordinate policies for an integrated decentralized program of human services through the line auspices of the proposed Health Department. He would seek to refocus the purpose of Welfare to a comprehensive eligibility service to the full human service system for poor as well as nonpoor citizens (for example, including MediCal eligibility). See the Human Services Component for further discussion.
3. Safety, Protection and Justice System: A CAO Coordinator at the level of Chief Administrative Analyst is proposed for the purpose of developing joint programs between related departments of this system. These departments can well use a member of the CAO's office to work with them in areas of potential agreement that already exist; but they are not in need of authoritative supervision. The recommendation for a CAO Coordinator is to stress his technical rather than policy objective. The expected workload of this position will enable the same person to carry out the function proposed in No. 4 below.
4. Education-Culture-Leisure Development System: The same CAO Coordinator proposed in No. 3 above would also serve as

# OVERALL SYSTEMS STRUCTURE



\* THIS IS THE SAME PERSON

system coordinator for the departments of: schools, library, and parks. Initially, he would help these three departments in developing proposals for a coordinated program of community centers. The CAO Coordinator, representing two systems, should participate at the Environmental Protection Committee (EPC) meetings to ensure comprehensive input.

5. **Administrative Support System:** These departments consist of: County Counsel, Personnel, Clerk-Recorder, and Clerk to the Board of Supervisors. Because of their specialized services, a system coordinator is not recommended.
6. A new function of Organization Development is proposed as a staff function to the CAO (administrative support system). The Organization Development (O.D.) Specialist would be responsible for seeking strategies of management and structural improvement throughout County government. He would help County personnel develop and acquire new interpersonal and communication skills to improve the efficiency of County operations. This function is important to this report in light of the reliance placed on a coordinative-system rather than an agency approach to reorganization.
7. **Finance-Management System:** This is a very significant element of the CAO's office because it is where all the other five systems are brought into one system. As stated in the first paragraph of these recommendations, each system requires a vertical coordination of policy, management and other functions. The Finance-Management System ensures a horizontal coordination across the other five systems (see diagram on page 49). Thus:
  - a. An Assistant CAO is recommended to give direction to this system and to develop a coordinative team composed of: auditor-controller, assessor, treasurer-tax collector, purchasing agent, and computer services (see chart on page 53). Through this Assistant CAO, finance should be seen as a process that relates revenues with expenditures and management functions in a systematic manner. In addition to coordinating a fiscal team, the proposed Assistant CAO for Finance-Management should directly supervise the four functions of: management audit, program development, budget and fiscal coordination, and employee relations. The proposed Assistant CAO for Finance-Management should be someone familiar with the responsibilities of the Assistant CAO position and who is oriented to the overall changes proposed to a systems and program approach to management, budget and evaluation.

b. Management Audit: This should be the sole responsibility of the Administrative Office, under the supervision of the proposed Assistant CAO for Finance-Management; the Auditor-Controller should be limited to fiduciary auditing (financial pre-auditing). Management auditing should be both an ongoing monitoring-evaluation process as well as an annual program evaluation process. This would develop into an overall county program monitoring and evaluation system. This function should be performed by a Senior Analyst experienced in the practice of management auditing.

c. Program Development: This function would specialize in developing innovative ideas and approaches to meeting public needs; it would be future-oriented (rather than crisis-to-crisis) and on the "lookout" for new requirements for changes in structure and resource allocation for County operations. This would be a "thinking" and research arm of the CAO's office. The current "special studies" and "legislative coordination" functions would be absorbed into this.

d. Budget/Fiscal Coordination: Currently, three related budget and fiscal activities are performed separately in the CAO's office: (1) Budget analysis; (2) fiscal coordination (including: revenue sharing, capital projects, grants and contracts); and (3) administrative code, vehicle assignments, travel requests, and special district coordination. These activities should be consolidated into a single budget/fiscal function. Efforts should be made through this function to develop a program budgeting capability for Fresno County based upon the proposed systems format of the reorganization. Since each of the other major systems (Environment, Human Services) will, as proposed, have an analyst assigned to it who will study budgeting and policy matters related to it, the Budget/Fiscal function would be primarily concerned with overall program goals and objectives of County government, and would develop a capability for reviewing departmental requests with respect to such a perspective. The CAO and his Cabinet would be a final administrative body for preparing budget requests prior to submission to the Board of Supervisors.

8. The current manpower function in the CAO's office should be transferred to the proposed Assistant CAO for Human Services. One objective should be the coordination of the State Department of Human Resources Development, through the auspices of the new Joint Powers Committee, into the county's human service system (see Human Services component of this report, recommendations section).

9. Post-audit should be established as a distinct function to be performed by an independent CPA or management consultant firm. Post-audits would be initiated by the authority of the Board of Supervisors and would be reported directly to them. These post-audits should cover both fiscal and management aspects.

Implementation:

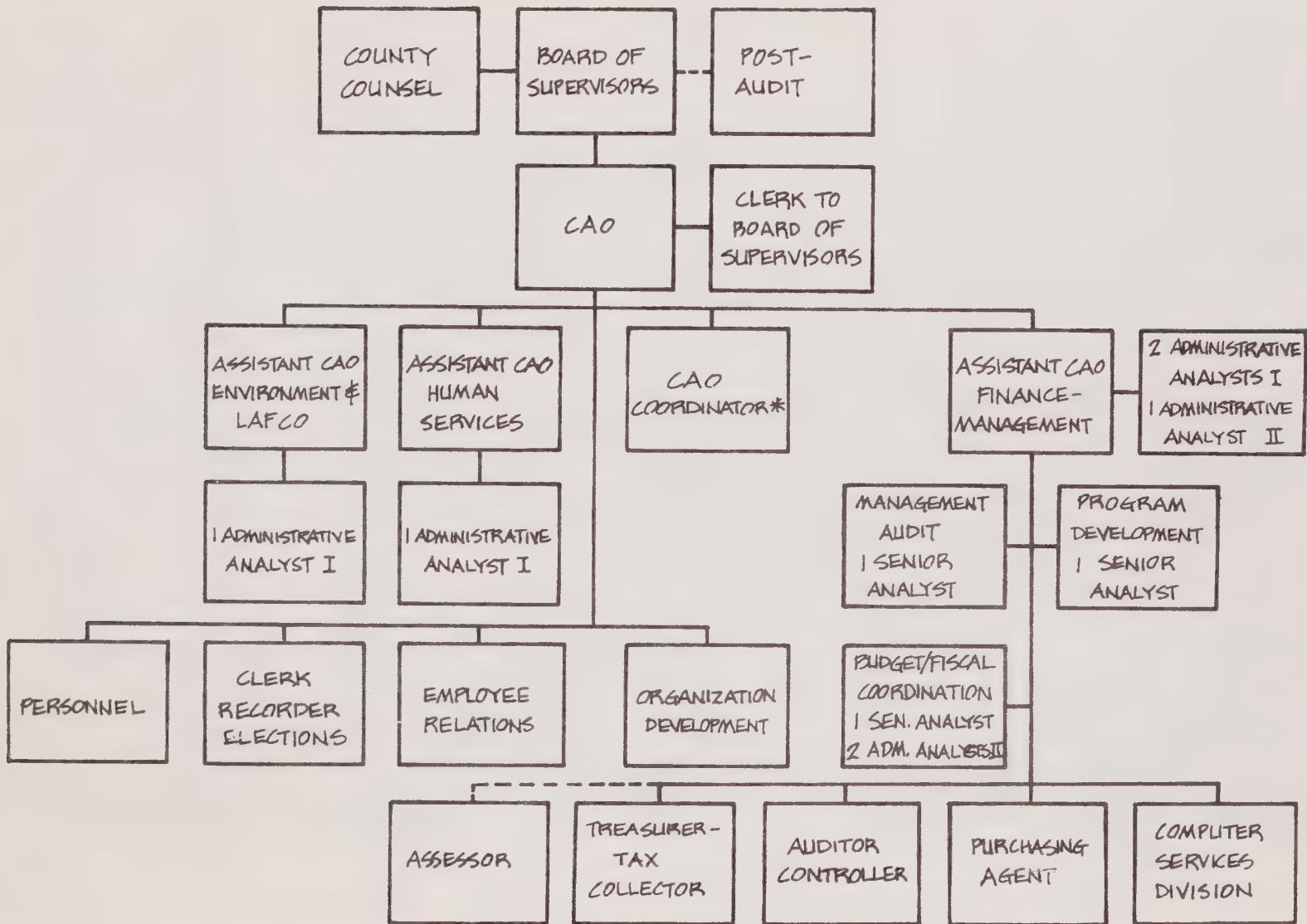
The CAO's office is currently staffed, in addition to the CAO, by:

1 Assistant CAO  
9 Administrative analysts  
1 Chief Administrative Analyst  
1 Employee Relations Officer  
3 Senior Analysts  
2 Administrative Analysts I  
2 Administrative Analyst II

The recommendations of this report suggest the following staffing pattern:

1. Three Assistant CAOs: (a) Environment and Physical Development System; (b) Human Services System; (c) Finance-Management System. This will require an addition of two Assistant CAOs to the County's current personnel.
2. The Environmental and the Human Services systems will each require one junior administrative analyst (Administrative Analyst I) to assist the respective Assistant CAO's.
3. A CAO Coordinator at the level of Chief Administrative Analyst is recommended to work in both the Safety, Protection and Justice System and the Education-Culture-Leisure System. The Administrative office is already budgeted for one position at this level--currently allocated to LAFCO (it is recommended that LAFCO be staffed by the proposed Assistant CAO for the Environment).
4. An Organization Development Specialist should be hired at the rank and salary range of Chief Administrative Analyst (this will be additional to the position recommended in number 3 above).
5. Each of the three fiscal-related functions of the Assistant CAO for Finance-Management should be directed at the level of Senior Analyst. The Budget/Fiscal Analyst will also require an additional staff of two Administrative Analysts II.

# FRESNO COUNTY ADMINISTRATIVE OFFICE PROPOSED



53.

\*SAFETY-PROTECTION-JUSTICE AND EDUCATION-CULTURE-LEISURE DEVELOPMENT SYSTEMS

6. The Employee Relations officer, at the level of Chief Administrative Analyst, should be seen as a staff function to the CAO--to retain close liaison between the CAO and Board of Supervisors to employee organizations and labor unions. On the other hand, he should be tightly coordinated with the Assistant CAO for Finance-Management to ensure systematic attention to salary and benefits programs with respect to overall county programs and budget constraints.
  
7. The Administrative Office should have a "pool" of at least three analysts (two Administrative Analysts I and one Administrative Analyst II) to be at the disposal of the CAO and the Assistant CAO for Finance-Management. They would be assigned to different projects and tasks as needed. Under some circumstances, they would staff the CAO Cabinet as a whole.

Summary:

3 Assistant CAO's  
 1 Employee Relations Officer  
 2 Chief Administrative Analysts  
     (one for Justice and Education/Culture systems; and  
     one for Organization Development)  
 3 Senior Analysts  
 4 Administrative Analysts I  
     (Environment, Human Services, plus two in a "pool")  
 3 Administrative Analyst II  
     (two under the Senior Analyst for Budget/Fiscal, plus  
     one in the "pool" for assigned purposes).

A comparison of the existing from the proposed indicates the following:

<u>Existing</u>	<u>Proposed</u>
1 Assistant CAO	3 Assistant CAOs
1 Chief Administrative Analyst	2 Chief Administrative Analysts
3 Senior Analysts	3 Senior Analysts
2 Administrative Analyst I	4 Administrative Analyst I
2 Administrative Analyst II	3 Administrative Analyst II
<u>1 Employee Relations Officer</u>	<u>1 Employee Relations Officer</u>
<u>10 (total)</u>	<u>16 (total)*</u>

This is shown on the proceeding diagram of the CAO's office, as proposed.

\*This will necessitate additional secretarial and clerical personnel as well as more office space.

Long Range:

1. If the coordinative-system approach to reorganization works, it will not be necessary to go to an agency form of county government. On the other hand, as County government grows and becomes more complex due to urbanization and other factors of change, it will be increasingly important that cooperative attitudes of policy and program making are maintained. Should it happen that this is not possible in Fresno County, the following should take place:
  - a. The proposed Environment and Physical Development Department should be developed into an Environmental Agency. At the cost of harming the integrity of the Health system, the Environmental Health Division should be transferred to the Environmental Agency--to ensure clear lines of authoritative coordination (again, only should cooperative approaches turn out to be unworkable). The Assistant CAO for the Environment would become the Agency head and, as such, have direct line (rather than just coordinative) authority over the included functions.
  - b. Public Works Department, failing a coordinative relationship of policy and program with the proposed Environmental Protection and Development Department (EPDD) and under an Assistant CAO for the Environment, should itself become an agency: Public Works Agency. One agency encompassing both Public Works and the EPDD, although conceptually logical, would prove to be too large for one agency head. In the cooperative approach, though, both can be well served by a single Assistant CAO.
  - c. The Human Services System should become an Agency wherein the agency head (the former Assistant CAO for Human Services) would have direct line control over VMC, the Health Department, Welfare (proposed as Social Services), Probation, and, if possible according to the recommendations, Employment. He would then have firmer capabilities to bring about needed coordination and consolidation among related programs. This is not a desired objective. It should be used only at the failure of the cooperative approach.
  - d. It is impractical to think of the Safety, Protection and Justice System or the Education-Culture-Leisure System forming into agency structures. Coordination must be achieved through the development of related programs that participating departments all share in.
  - e. The Finance-Management System should develop into an agency wherein the agency head would have line authority over the auditor-controller, assessor, and treasurer-tax

collector as well as purchasing agent and computer services. This would depend on the elected department heads of this system becoming appointive. On the other hand, the objective of this report is its recommendation that coordinative and cooperative approaches be first pursued towards developing a finance-management system.

2. The proposed management-audit, budget/fiscal and program development functions of the Finance-Management system should immediately begin to help all six systems of the overall organization to define goals and objectives of County government (system goals, not departmental). The Organization Development Specialist should play a major role in this effort to develop a capability to think and communicate at all levels of administration in this framework of goals and objectives. Based upon this framework, the proposed Assistant CAO for Finance-Management should prepare a multi-year (at least five years) financial plan for the county. This financial plan should serve as an important document in the annual budget preparation process. A two-to-three year schedule should be planned and implemented to complete a transition from the present line-item budget to a program budget.
3. Consideration should be given to changing the Auditor-Controller and Treasurer-Tax Collector, as well as the County Superintendent of Schools, into appointive positions.
  - a. The issue of making the Auditor-Controller appointive should be put on the ballot in an election year following the County Clerk-Recorder and Public Administrator. After placing the management audit function in the CAO's office and the post-audit as a contracted service by an independent body to the Board of Supervisors, the Auditor Controller will be left with only the mechanical operation of fiscal auditing.
  - b. The Treasurer-Tax Collector's function requires a high degree of professional competence in investment decisions; much of the tax collection function can become a computerized operation in the future (as a consolidated bill collection service for all county functions: taxes, hospital, fees, etc.). In making the Treasurer-Tax Collector appointive, the county could be assured of obtaining a competent professional trained in modern investment decision theories and selected skills. Subjecting this position to the vagaries of the election process is a costly and unnecessary operation for the electorate.
  - c. Regarding the County Superintendent of Schools, please see the Education-Culture-Leisure Department component of this report.



# **APPENDIX**

## **1**



## APPENDIX 1

### Other Problems and Recommendations

1. There is need for a central collections unit that encompasses all bills owing the County, including taxes, hospital, fees, etc. This should be developed by the proposed Assistant CAO for Finance-Management in conjunction with the Tax Collector and other selected departments.
2. A procedure should be instituted for all major consultant contracts requested from the County's departmental units. The proposed Assistant CAO for Finance-Management, the Purchasing Agent, County Counsel and the Auditor Controller might form a contract review team with others added as needed whose expertise is relevant to the specific contract proposed.
3. There is need for a central inventory capability in the Purchasing Department to systematically coordinate information and data on all County facilities and materials.
4. There is need for a central information function that can refer citizen calls to the proper administrative unit for correct response. This should be somewhat similar to the county switchboard operator before Fresno went to the direct dialing system. This function should be part of the CAO's office.
5. Raise the classification of specialized buyers in the Purchasing Department to help increase personnel longevity in this area.
6. Superior Court Clerk - Raise the classification of filing clerks to help increase personnel longevity in this area. Greater efficiencies would result from long term experience on the job.
7. Veterans Service Officer - The Veterans Office currently performs a function of obtaining government surplus material for local use. This function should be administered through the Purchasing Department, in conjunction with a proposed central inventory system.
8. The position of Assistant Department Head should be made unclassified to permit department heads to choose their own assistants. This will give department heads more control and flexibility in directing departmental affairs. The Assistant CAO position should also be unclassified.



# **APPENDIX**

## **2**



## APPENDIX 2

### FINDINGS OF TRENDS IN COUNTY GOVERNMENT FROM THE COMPARATIVE STUDY REPORT

The recommendations made by the Reorganization Committee for the reorganization of Fresno County administrative structure of government seem to conform or are in line with changes in the structures of county government being proposed or already made in other counties in California and in other states.

#### AN ANALYSIS

As counties grow more populous, their citizens tend to study and adopt a more centralized structure of government for the more effective delivery of governmental services. Traditional elective offices such as County Treasurer, Tax Collector, Assessor and Auditor-Controller are giving way to a fusion of these functions in an office of Financial Management, or, in eastern states, directly under an elected county chief executive. Evidence of the latter is seen in New York Counties and in the proposals of the government study commission for Allegheny County, Pennsylvania.

#### FISCAL FUNCTION - TRENDS

In Onondaga County, New York, the offices of Treasurer, Tax Collector and Assessor have been eliminated as elective offices and their functions fused with the office of Finance Commissioner, an appointive position. In Broome County, New York, the Chief Executive assumes the duties of Assessor, Treasurer and Tax Collector, appointing a Commissioner of Finance to be in immediate charge of these governmental functions. This makes for a better coordination of all related financial functions of the county and makes the elected County Executive responsible for the work of his appointee, the Finance Commissioner. The Government Study Commission of Allegheny County, Pa., recommends a centrally prepared budget under the direction of the elected Chief Executive, the appointment of the Treasurer-Tax Collector and the assignment of his functions to the office of Director of Finance, appointed by the Chief Executive. They have not decided what to recommend be done with the office of Controller or with the office of Deeds and Assessments (Assessor).

In Eastern states where the County Chief Executive is elected the Assessor is being deleted as an elective officer, his functions being made a part of the responsibilities of the elected executive officer. In California, Santa Clara County has eliminated the elective offices of Treasurer-Tax Collector and Auditor-Controller,

fusing them into the office of Director of Finance. They still elect the Assessor as do all California counties. In San Diego County, the office of Assessor, Tax Collector and Treasurer are still elective, but are placed in an Agency with the agency head being a coorinator of all county fiscal functions. Interestingly, the Auditor-Controller and Purchasing Agent are appointive officials, but assigned to the Fiscal Agency. San Bernardino has a similar agency arrangement.

#### LAW AND JUSTICE - TRENDS

This is one area of county government that defies complete centralization, very largely due to the nature of these governmental activities. Almost universally, even where centralization of county government is greatest, the District Attorney and Sheriff are still retained as elective offices. The law enforcement and prosecution functions of these offices make them sensitive centers of power that the people desire to control through separate election. The courts at the county level are still largely elective for the same reasons the District Attorney and Sheriff remain elective.

Court Administrators, Clerks of the Courts, probation officers, public defenders and coroners are more frequently becoming appointed officers in counties. These trends are seen in California and in New York especially where probation officers and public defenders are being appointed by county chief executive officers. All of these offices are administrative in character and ought to be appointive by the chief executive with the advice of judges, where appropriate, and with confirmation by the legislative body. Sacramento and Santa Clara Counties appoint county clerks and recorders who perform functions for county courts. This is true also in Onondaga County New York. Coroners are being made medical examiners in the larger counties and are more and more frequently appointed than elected. Onondaga and Broome County, New York appoint them as do Sacramento, Alameda, San Diego and San Bernardino Counties in California. In Santa Clara County, California, the Medical Examiner (former Coroner) is placed under the director of the Medical Institutions Department.

#### HUMAN OR COMMUNITY SERVICES - TRENDS

The newer county governmental reorganization plans under the above or other kinds of nomenclature will variously encompass departments of Welfare, Probation, Corrections, Veterans Services and Human Relations offices. This is more common in California, particularly in Sacramento, San Bernardino, San Diego and Alameda Counties. No two are quite alike, but at least three or more of the above county services are found in a Human Services or Community Services Agency. In New York the above mentioned services are still retained as separate departments. California seems to be a leading innovator in placing these quite related functions in a single large agency or cluster department. In California where the agency approach to reorganization of County government is used human services tend to

be divided into two agencies, one for Social Services and one for Health Services. The Reorganization Advisory Committee proposes that all Human Services Functions of the county be organized into one system and coordinated by an assistant chief executive officer.

#### HEALTH CARE - TRENDS

Various organizational treatments are found in counties in California and in New York to relate various aspects of health care in some large unit of county government. California leads in this kind of development. In San Bernardino County, the County Hospital, Health and Mental Health Departments are placed in one large Health Agency. This is also true in San Diego, which also encompasses emergency medical care, drug education for youth and adults and alcoholism. Sacramento has a similar arrangement; however, the University of California at Davis Medical School has taken over the Sacramento County Hospital. The Alameda County arrangement of their Health Care Services agency encompasses two hospitals and Public and Mental Health Services, and has a decentralized system for extending health care out into the county in two geographical locations each administered by one of the hospitals. In New York, in the counties studied, these units of government are still separate departments.

Santa Clara County places the Medical Examiner (Coroner function) under the Medical Institutions Department, an interesting relationship.

#### PUBLIC WORKS - TRENDS

Generally speaking, all counties try to encompass within a public works department all related county functions. Besides the normal function of roads, engineering and surveying, and building and grounds, newer types of related services are added to this department or agency. The new types of services such as parks and recreation, airports, drainage, sanitation and flood control, are found in Public Works Departments in Onondaga County, New York and in San Bernardino, San Diego and in Sacramento counties in California. The latter county has the airport under separate management with strong coordination with the Public Works Department. Transportation Planning is part of the Public Works Department of San Bernardino County. The Agency approach necessitates that Public Works be separate from the environmental and physical planning functions of government. Each is made an agency of its own. The Reorganization Advisory Committee systems approach coordinates the two.

#### ENVIRONMENT AND PHYSICAL PLANNING - TRENDS

Great stress, in this period of our history, is being placed upon environmental improvement and physical development of counties that are rapidly urbanizing. In Onondaga County, New York, a joint city-county planning commission has been created to coordinate

overall planning for the City of Syracuse and the rest of the County. In California, San Bernardino has developed an Environmental Improvement Agency to include planning, economic development, agriculture, forestry, special districts, building inspection and safety, sanitation, air pollution and LAFCO. In Sacramento County the Community Development and Environmental Protection Agency includes parks and recreation, planning, agriculture, and a land use and development function. San Diego County has a similar agency.

Sacramento County has created a single counter for the private citizen, builders and developers at which they can get all answers to building and developing plans with respect to site planning, health and sanitation standards and zoning problems. San Diego and San Bernardino County have a slightly different organization to care for this governmental function, but they have attempted to centralize it for the convenience of the public. The Reorganization Advisory Committee for Fresno County is recommending an Ordinance Management Division within the proposed Environment and Physical Development Department to make more efficient the site plan review process for the citizens of this county.

#### ADMINISTRATION - TRENDS

The Board of Supervisors of Fresno County and their Chief Administrative Officer need help in shortening the lines of communication to them and to reduce to more manageable proportions the present task of dealing with so many departments, boards and agencies. A review of the counties studied indicates that all are concerned with improving the administration of county government.

The new proposal for Allegheny County, Pa., would reduce the number of elective officials, create a strong elected chief executive officer, with power to prepare the budget, appoint most county department heads, and who would be responsible for all administrative activities of the county except the departments administered by elected officials. Here influence and coordination would be exercised by the Chief Executive through his power to prepare the budget.

In the New York counties surveyed, one county, Cayuga, proposed a strong executive with both directive and coordinative power. For reasons not quite clear the voters defeated this proposal in June of 1973. In Broome and Onondaga Counties wide powers have been given to their chief executives.

The chief executive in each county suffers from having too many departments to supervise. Thus he can be neither a truly effective administrator nor adviser and long range planner to the legislative body. That this problem is troublesome in Onondago County, particularly is reflected in the decision of the Board, on recommendation of the Chief Executive, to have a New York consulting

firm study and make recommendations for improving the administrative structure.

Some California counties have, in recent years, done much to free the Board and the Chief Administrative Officers of the county from many details of administration by creating larger departmental or agency type organizations to administer the departments. The heads of these larger units of government become a sort of cabinet of advisors to the chief executive officer, who is then freed to work more closely with the Board of Supervisors on policy matters and overall planning for the county.

San Diego County governmental organization is perhaps the best example of the agency system of organization. Yet it has its weaknesses as a pure form of directive administration. The Fresno County Reorganization Advisory Committee recommendations for the restructuring of Fresno County government will avoid some of the disadvantages the Committee felt exists in the structures of each of these counties.

A brief analysis of the structures of Sacramento and San Diego Counties will be instructive here.

1. Sacramento County: Four "agencies" were created: Law and Justice, Health, Administration and Finance, and Community Development and Environmental Protection. The first is really a misnomer -- with elected judges and a three-court system, there isn't much an "agency head" can do as an authoritative overseer of this system. Again, coordination and program development is what is most relevant. The formation of a Health Agency without some explanation of how one overcomes the realities of coordination between medical and health care delivery seems to avoid the underlying issues of reorganization. While the Auditor, Treasurer and Assessor are elected, a Finance "Agency" is also a misnomer -- it doesn't represent fact. It would be an agency when and if the three functions could be consolidated within the authority of an Assistant CAO for Finance -- as is seen in the New York counties above. Other changes were: The Treasurer was made appointive; and the Coroner was transferred to the Public Administrator.

An examination of Sacramento County's new organizational chart indicates the following:

a. Land use and development was created as a department, apart from the Planning Department. Together with Parks and Agriculture Service, it formed the Community Development and Environmental Protection Agency. The Reorganization Advisory Committee Report attempts to avoid the need for an agency by making land development (ordinance management) a division of an Environment and Physical Development Department; the other division would be planning. Further, an Assistant CAO is recommended to coordinate comprehensive policy and programs between the proposed Environment Department, Public Works and other

"physical" departments. Since his function is coordination rather than line administration, it is possible to bring planning and Public Works into the same "system". Sacramento had to create a separate agency for Public Works.

b. Consumer Protection, a new department, was put in their Social Services and Development "Agency" with Welfare and Veterans Service. In Fresno, Consumer Protection is recommended as belonging to the Safety, Protection and Justice System; and to be situated "back to back" with a consumer fraud unit in the District Attorney's office.

c. Two other agencies are to be created in Sacramento County. One is to be called Service to Individuals Agency; the other the Public Works and Transportation Agency.

2. San Diego County: Their organization chart indicates eight agencies; but closer examination reveals this to be misleading. Their Program Development Agency in San Diego is a compilation of CAO functions and computer services; it is not a consolidation of departments as such. In Fresno, this is recommended as a staff function of a consolidated Finance-Management system, rather than as a system unto itself. Their Fiscal Agency includes four elected department heads (Assessor, Tax Collector, Treasurer, Recorder; Auditor is appointed)-- thus the agency head in effect has no line authority over his "agency". The Probation Officer was placed in their Human Resources Agency together with Welfare and Veterans. In Fresno, by using a systems rather than agency format, the Probation Officer can participate, as well, in the Safety, Protection and Justice system. Further, using an agency format in which line direction is looked for over the included departments, it is not possible to bring all human departments together: Including Welfare and Health in the same system (in the Fresno report, it is recommended that Welfare become a functioning element of a Health-Human Services delivery system).

San Diego decided to make Zoning Administration a separate department; this new department and Planning comprise the major elements of their Environmental Development Agency. In Fresno, the agency is avoided by keeping all planning functions at the division level--ordinance management (including zoning) and planning. Their "Special Public Service Agency" isn't really an agency; it is the catch-basin for all the separate, unrelated units like Farm Advisor (which is recommended to be attached to Fresno's Environmental System) and the Public Administrator (recommended for Fresno's Safety, Protection and Justice System). Agriculture and Weights and Measures were consolidated in San Diego County. The Fresno Report recommends the Agricultural Commissioner and the Farm-Home Advisor be retained as separate departments; and Weights and Measures is recommended as a Consumer Protection Department.

It may be concluded that many of the features seen in counties recently adopting new charters with new organizational patterns or

proposed new structures are similar to many of the recommendations made in the Report of the Reorganization Advisory Committee. The study verifies the trends toward fewer elective offices, more centralization of administration, and the alignment of related functions together for more efficient administration. In all new innovations care is taken to assure control of local government by its citizens by reducing the number of elective offices, and by holding the county legislators, whether called supervisors, councils, boards or commissions, accountable for their selection of a county chief executive officer. If he cannot produce an effective, well run administration of the county the people can apply pressure on supervisors to replace him. In the Eastern part of the United States, where the chief executive officer of the County is elected and has veto power over legislation passed by boards of supervisors, a different check and balance system exists.

In all the new innovative organizations, the adoption of business-like independent audit and control systems, more scientific assessment of taxing procedures, better management of public funds, adoption of an executive budget, the creation of human and labor relations departments, and the adoption of merit systems for most government employees, are all devices that help local government to be more effective, efficient and responsive to the people.

Should the reader of this document wish to pursue in greater depth the material from which this set of findings was drawn, he or she is referred to Appendix 4.



# **APPENDIX**

# **3**



### APPENDIX 3

#### SURVEY OF FRESNO COUNTY EMPLOYEES

In September, 1973, a questionnaire was sent to a total of 425 randomly selected County employees to obtain and measure their views on how County government is administered. Specifically, the objectives were to: (1) assess how well County government is meeting its responsibilities to the public; (2) determine the style of management (traditional-authoritarian or modern-cooperative) most common; and, (3) solicit views on the need for structural or organizational change. Since anonymity was guaranteed to the respondents, it was not possible to distinguish separate patterns of answers for each department of County government. The purpose of this appendix is to summarize the overall results of the questionnaire\*.

#### Profile of Respondents

Of 425 employees, 215 or a little over 50 percent returned the completed questionnaire. A general profile of these respondents is as follows: 161 or 74.88 percent worked for the County for 1 to 10 years; and 184 or 85 percent occupy primarily four kinds of position, i.e., technical-professional (37.76%), administrative supervision (11.63%), operation-related supervision (13.02%), and clerical (23.26%). Employees at crafts and manual levels were not as well represented in this sample as the above four groups. Ninety-six or 44.56 percent are college graduates and the number of those with some graduate work (49 or 22.79%) is as numerous as those with only high school education (64 or 29.77%). The data also show that 180 of the 215 or 83.72 percent of the sample work for departments headed by appointed department heads while 33 or 15 percent work for departments headed by elected officials.

\*In addition to the Fresno County employee survey, a second questionnaire was created to elicit views of Fresno County government from local citizen groups covering a wide range of interests and concerns. Unfortunately, out of a total of 97 questionnaires sent out, only 17 were returned. Additionally, of those returned, only a fraction were completely filled out. One problem may have been that the questionnaire was addressed to organizations rather than to individuals, thus making it difficult to receive flexible responses. Overall, though, the data was not productive. Therefore no report on the responses is given: the data did not warrant the time and expense of further work.

Extent to which County employees meet responsibilities to the public:

1. The employees' attitude toward citizens is positive. Direct relations with citizens is encouraged among the rank and file employees. Most are able to see the relationship of their work to the needs of County citizens. Overall, they draw a high degree of professional satisfaction from their encounters with citizens. Most regard citizens as clients; some as customers; and least as numbers or applicants.
2. A relatively equal distribution of positive and negative responses was received on questions regarding whether employees feel constrained from serving citizens because of rules and codes of administrative practice of government. On the other hand, most find that at least to some extent, when necessary, they can bend rules to meet the demands of a specific situation.
3. County employees feel strained to satisfy both County as well as State demands simultaneously. Most felt subject to some extent to political pressure. About 47% saw this coming from local sources, while about 13% saw it coming primarily from the State. Along the same line of thought, about 34% saw County government as the instrument of Board of Supervisors policy, while 27% saw it as an element of State government. Only 13% saw it as 'special interest oriented. On the other hand, about 23% think County government is an unclear 'mish-mosh' of various functions and orientations. Overall, there seems to be somewhat of a "split-image" of just what the purpose of County government is: to carry out State policy or to fulfill local need. This seeming division of orientation may explain in part the difficulty of coordinating all the activities of County government in a unified, teamlike pattern.

Style of management

Results of the questionnaire indicate a relatively equal spread between employees who feel part of a traditional or authoritarian managerial system and employees who feel part of a modern-cooperative system. A traditional organization is one whose management is characterized by an emphasis on the unity of command, a rigid span of control, communication following strict authority patterns, and a high degree of formalism. Modern management emphasizes open communication and teamwork among employees and work units, informal group decision making, and the development of mutual cooperation and teamwork between superiors and subordinates; the latter style of management is more flexible and adaptable to the demands of change than the first.

1. One pattern of responses indicates that group decision making is not widely used in Fresno County government. These respondents indicate only "somewhat" or "little" ability to

influence their departments. Initiative and group behavior is not strongly encouraged according to this pattern. Further, this pattern of response indicates that, in most cases, the employee normally checks with supervisors first before pursuing matters entailing interdepartmental or interagency business (this, naturally, impedes the efficiency of governmental coordination). These employees do not feel a sense of work fulfillment from supervisors; they feel alienated or without independent purpose in their work.

2. The other pattern of responses indicates that some County departments do practice modern, participative forms of management. Because of the "anonymity" factor in the questionnaire instrument, it was not possible to determine which departments, specifically, practiced one style or the other. In modern management situations, employees are encouraged to make their own decisions. Data further indicates a pattern of mutual respect between supervisors and subordinates; a relative freedom (63%) of communication between departments; and a high degree of confidence (74%), on the part of subordinates, about their relationship with their supervisors.

Because of this mixture of traditional and modern management in County government, the questionnaire results were inconclusive as to employee morale: about 50% put it in the 'low' categories, while about 40% put it in the 'high' range. About 59% of the respondents indicate they work under tense and pressured situations; 47% indicate their departments are run by teamwork; and 30% indicated their work environments are 'smooth and relaxed.'

#### Need for improvement

1. The most important factor keeping employees from being more effective, according to the data, is time ("too much to do and not enough time"). The second most inhibiting factor, as indicated in the responses, was State and/or Federal rules and regulations. On the other hand, next to "more time for assignments" employees listed "better pay" as the second most helpful factor in giving better services to the public. Third most important was "better coordination between departments" and "better communication among staff."
2. "Employee relations" was listed as most in need of improvement: (i.e., not so much in terms of salary and benefits as communications and interpersonal attitudes between employees--their ability to productively work together in teamwork). Also listed (in descending order of importance) in need of improvement were: management, responsiveness to change, relations with other departments, internal control, rules, service to the public, and relations with other agencies.

### Data and Findings

The following tables, in their order of appearance, give the data that substantiate the statements made in the sections above.

Table 1

#### Length of Work for Fresno County Government

Less than 1 year	19	8.84%
1-5 years	85	39.53
6-10 years	57	26.51
11-15 years	20	9.30
16-20 years	22	10.23
Over 20 years	12	5.58
Total	215	100.00

Table 2

#### Work Role Distribution of Fresno County Employees

Technical-professional	81	37.46%
Sup. Mgmt. Administrative	25	11.63
Supervisory/Operations	28	13.02
Clerical	50	23.26
Crafts/Manual	12	5.58
Staff	14	6.51
NA	5	2.32
Total	215	100.00

Table 3

#### Education

Grade School	3	1.40%
High School	64	29.77
College	96	44.65
Some Graduate Work	49	22.79
NA	3	1.40
Total	215	100.00

Table 4

Types of Department			
Elected	33	15.35%	
Appointed	180	83.72	
NA	2	.93	
Total	215	100.00	

Table 5

Sense of Meeting the Public Needs			
Very little	7	3.26%	
Somewhat	30	13.59	
Very much	178	82.79	
Total	215	100.00	

Table 6

Degree of Work Fulfillment from Citizen Contact			
Least	32	14.88%	
Very little	26	12.09	
Somewhat	72	33.49	
Most	77	35.81	
NA	8	3.72	
Total	215	100.00	

Table 7

Employees' Perception of Citizens

Client	93	43.26%
Friend	17	7.91
Neighbor	14	6.51
Customer	52	24.19
Number	11	5.12
Applicant	22	10.23
NA	6	2.79
Total	215	100.00

Table 8

Degree of Encouragement to Directly  
Respond to Citizens' Needs

Very much	82	38.14%
Some	68	31.63
Little	60	27.91
NA	5	2.32
Total	215	100.00

Table 9

Perceived Effect of Rules and Procedures

Hinder, very much	20	9.30%
Hinder, but sometimes helpful	87	40.47
Help almost always	99	46.05
NA	8	4.19
Total	215	100.00

Table 10

Feelings About Bending Departmental Rules

I cannot bend	56	26.05%
I could to some extent	99	46.05
I could whenever necessary	26	12.09
Rules shouldn't be bent	30	13.95
NA	4	1.86
Total	215	100.00

Table 11

Departments' Subjection to Political Pressure

Not at all	32	14.88%
Some	107	49.77
Very much	72	33.48
NA	4	1.87
Total	215	100.00

Table 12

Sources of Political Pressure

State	30	13.95%
Federal	11	5.12
Local	102	47.44
All of them	31	14.42
None of them, no political pressures	34	15.81
NA	7	3.26
Total	215	100.00

Table 13

Employees' View of Fresno County Government

Element of State Government	58	26.98%
Special Interest Oriented	30	13.95
Instrument of B of S Policy	72	33.49
'Mish-mosh' of Functions and Orientation	49	22.79
NA	6	2.79
<b>Total</b>	<b>215</b>	<b>100.00</b>

Table 14

Sense of Direction from State to Board

<u>From State</u>		
1	29	13.49%
2	34	15.81
3	64	29.77
4	39	18.14
5	33	15.35
<u>From B of S</u>		
NA	16	7.44
<b>Total</b>	<b>215</b>	<b>100.00</b>

Table 15

Involvement in Group Problem-Solving

Quite often	56	26.05%
Occasionally	66	30.70
Rarely	90	41.86
NA	3	1.40
<b>Total</b>	<b>215</b>	<b>100.00</b>

Table 16

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Degree of Receptivity of Departments to  
Being Influenced by an Individual Employee

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Little	111	51.63%
Somewhat	82	38.14
Much	21	9.77
NA	1	.47
Total	215	100.00

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Table 17

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Behavior Patterns in Interdepartmental Matters

---

Almost always check first	138	64.19%
Sometimes check first	53	26.65
Almost always go directly	24	11.16
NA	-	-
Total	215	100.00

---

Table 18

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Behavior Patterns in Inter-Agency Matters

---

Almost always check first	144	66.98%
Sometimes check first	47	21.86
Almost always go directly	17	7.91
NA	7	3.26
Total	215	100.00

---

Table 19

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Degree of Recognition and Respect of  
Competence, Ability and Opinions by  
Superiors

---

Fully	60	27.91%
Somewhat	98	45.58
Very little	56	26.05
NA	-	-
Total	215	100.00

---

Table 20

---

Sense of Freedom to Communicate with Superiors

---

Very much free	135	62.79%
Somewhat	50	23.26
Do not feel free	30	13.95
NA	-	-
Total	215	100.00

---

Table 21

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Employee Morale

---

Low 1	73	33.95%
2	52	24.19
3	55	25.58
Hi 4	32	14.88
NA	3	1.40
Total	215	100.00

---

Table 22

General Characterization of Own Department N=215

Tense and pressured	127	59.97%
Smooth and relaxed	65	30.23
Competitive	60	27.91
Run by teamwork	101	46.98
Changing and dynamic	35	16.28
Old and traditional	70	32.56

Table 23

Rank Order Distribution by Factors Keeping Employees From Being More Effective

<u>Rank</u>	<u>Factors</u>
6	not allowed to use my own initiative
3.5	not given clear work instructions
1	too much to do and not enough time
2	State and/or Federal rules and regulations
3.5	County codes
5	Departmental rules, regulations and procedures

Table 24

Rank Order Distribution of Factors Considered Helpful Toward Giving Better Services to the Public

<u>Rank</u>	<u>Factors</u>
2	Better pay
7	more political support from above
5.5	more flexibility in rules and regulations
1	more time for assignments
3.5	better coordination between departments
3.5	better communication among staff
5.5	more budgetary support

Table 25  
Factors Considered in Need for Improvement

Degree of Imp. Needed	Factors							
	Service To Public	Employee Relations	Rules	Management	Rel. with other dept.			
Very little	74	34.42%	27	12.56%	50	23.26%	49	22.79%
Some need	95	44.19	74	34.42	97	45.12	82	38.14
Much in need	42	19.53	112	52.09	66	30.70	80	37.21
NA	4	1.86	2	.93	2	.93	4	1.86
Total	215	100.00	215	100.00	215	100.00	215	100.00

	Relations w/ other agencies	Responsiveness to change	Internal control
Very little	83	38.60%	40
Some need	89	41.40	93
Much in need	36	16.74	75
NA	7	3.26	7
Total	215	100.00	215
		100.00	215
			100.00

# APPENDIX

4

ANSWER KEY FOR APPENDIX 4: THE PRACTICAL ASPECTS OF THE INVESTIGATION

ANSWER KEY FOR APPENDIX 4: THE PRACTICAL ASPECTS OF THE INVESTIGATION



## APPENDIX 4

### A Brief Comparative Study of Certain County Governments that have Considered Reorganization of their County Government in Recent Years or have Actually Reorganized Their County Government

#### BACKGROUND

It has long been a useful procedure, when changes in local governments are contemplated, to search out and examine the new innovations in government that other similar units of government have considered or adopted. The purpose of this brief comparative study is to examine some of the transformations and improvements in county administration that have been contemplated or that have taken place in the last two decades, in sister counties in California and throughout the United States, as a guide to the study of possible reorganization of Fresno County government now being made by the Reorganization Advisory Committee.

In recent years, local government studies have focused on the need to strengthen county government. County government was once called the "dark continent of American politics".<sup>1</sup> From his study of county government in the early twentieth century, particularly in the larger urban counties, Gilbertson reasoned that to survive as a functioning unit of government, saddled as it was and still largely is, with a long election ballot of county offices and thus effectively splintering the executive function, the county adopted a boss system of political control. The "boss" controlled the party machine, and by that means provided stability of government and a tolerably workable system. Bossism has long since disappeared from almost all county governments, a victim of the "reform movement" which has brought shorter ballots, fewer elective offices, a merit system to many of the more urbanized counties, better budget systems and auditing and purchasing controls.

Where state laws permit counties to adopt home rule charters, as is done in California and many other states, county government is responding to the need to improve its effectiveness in providing services to the people. Nevertheless, county government has been, until recently, the last and slowest of the four basic units of American government (Federal, state, municipal are the others) to respond to modernization.

In its brochure entitled Modernizing Local Government, the Research and Policy Committee of the Committee for Economic Development, published in July of 1966, listed several inadequacies of local units of government, some of which have pertinence for the Reorganization Advisory Committee studying Fresno County government. Two of their criticisms of local government are especially pertinent. The CED states that "Popular control over local governments is ineffective

or sporadic, and public interest in local politics is not high. American voters collectively must select over 500,000 local elective officials -- often obscure personalities with inconsequential duties. Less than 30 percent of American adults vote in separately held city elections, while over 60 percent vote in Presidential contests. County, school, township, and special district elections commonly attract even smaller fractions of voters. Confusion from the many-layered system, profusion of elective offices without policy significance, and increasing mobility of the population all contribute to disinterest. Antiquated administrative organization hampers most local governments. Lack of a single executive authority, either elective or appointive, is a common fault. Functional fragmentation obscures lines of authority. Organizational concepts considered axiomatic in American business firms are unrecognized or disregarded in most local governments. The quality of administration suffers accordingly."

The CED report strongly suggests that local governments must be drastically revised, and states are urged to so legislate as "to encourage local policy decision-making and to permit effective management of local affairs. This will not be easy, for major structural adjustments are required if we are to preserve the fundamental values in local self government. But competent local units, responsive to the requirements of an enlightened public, can serve two primary purposes. They can identify local problems and opportunities, and then plan and execute programs with optimum effect. They are also needed to serve in an effective partnership with state agencies, and with the Federal government in its expanding fields of activity."<sup>2</sup>

That change is in the atmosphere for county government is a solid conclusion of the New County, U.S.A. Center, a clearing house of the National Association of Counties. Rodney L. Kendig, Director of the Clearinghouse, in his forward to the Center's publication, From America's Counties Today, 1973, states that, "County Government is the fastest changing government in the United States...".

"A major reason for the growing prominence of counties is inherent in the nature of the population. America continues to be a nation of thirds; rural, urban and suburban. A county represents all three of these Americas."<sup>3</sup> All three elect the county government, and pay county taxes. All look to the county to provide the basic functions of democracy, elections to public office, administration, justice, the regulation of economic activity and the use of police powers to protect the public good.

The citizens of this modern industrial nation, particularly in the more populous counties, look to county government to provide many services and functions that are traditionally associated with urban living. Counties are now called upon to administer functions and provide services normally associated with the population densities congregated in cities. Many densely populated areas lie outside

cities, and though suburban in nature, resist incorporation, yet demand urban type services. People in these areas look to and pressure county government into providing such services.

A recent survey of the U. S. Advisory Commission on Intergovernmental relations demonstrated that counties are involved in the provision of some 58 different functional categories of services.<sup>4</sup> Traditionally, counties performed certain basic services mandated by state law for a rural, sparsely settled, population. These included building and maintenance of roads and bridges, tax assessment and collection, public record keeping for public officials, courts and certain private transactions, issuance of licenses, law enforcement (sheriff), administration of elections, judicial administration, and certain health and welfare services. To these have been added fire protection, provision of libraries, creation and operation of parks and recreation facilities, provision of water, solid waste and sewage facilities, operation of airports, street lighting, mass transportation, provision and administration of comprehensive community planning, economic development and the provision of cultural and medical services.<sup>5</sup>

The pressures of modern living and the expectations of the citizens of this nation living in counties, especially those which are rapidly urbanizing, are forcing new responses by state and local governments to the desires and needs of the people. The Federal government is also paying an increasingly important influencing role in county government by its grant-in-aid programs and more recently through its revenue-sharing policy and commitments. The impetus for change is both internal and external to the county. The county as a large geographical area can more ably meet the needs of its citizens for certain types of governmental services than can the several small cities within its jurisdiction. Being a type of regional unit of government, it can better provide a transition between purely local government and state and National governments, the only depositories of governmental sovereignty. Counties are demonstrating that they can provide the services and gather the resources to meet modern needs.

The people of the United States have a genius for making governmental institutions of all types of work. They have been innovative and creative in all areas of local government. With regard to county government particularly, the citizens of the various counties within different states have developed variations in the forms of government to meet the challenges that face them. They have and are now developing new instruments of cooperation in the form of agreements to provide, on an area-wide basis transcending city or county boundaries, some urban-type services essential to all the people of an enlarged area. County-city consolidation is one manifestation of the willingness of people to innovate. Transfer of functions formerly performed by both city and county to either the city or county is another example of change taking place. The development of metropolitan government to assume the provision of certain types of services for several jurisdictions (cities and counties) is seen best and most recently in the cooperative

effort of the Twin Cities, Minneapolis-St. Paul, with a dozen suburban counties, to provide a regional approach to the provision of airports, sewers, water and parks. Perhaps the most famous indication of county flexibility to meet citizens' needs is seen in the Lakewood plan of Los Angeles County. In this situation Los Angeles County provides nearly all the urban-type services wanted and needed for the incorporated city of Lakewood and some 27 other suburban cities, by the device of contractual relations.<sup>6</sup>

Evidence of county government response to the changing needs of an increasingly urbanized society is reflected in the fact that, as of 1973, some fifty seven counties in the United States have home rule charters. These counties govern 32 million people, or about 1/6th of the total population. Of the 68 counties with 500,000 or more population twenty four have home rule charters. All four counties of Hawaii have home rule government, and 70% of the total state populations of California and New York and 57% of the population of Maryland reside in charter counties.

The Council-elected executive form of government has been selected by the people of 35 of the 57 charter counties. Nineteen charter counties, most of them in California, use the Board of Supervisor (commission) administration form of government. Only three charter counties, all in Oregon and with relatively sparse populations, use the pure commission form of government, where commissions are both legislators and administrators.<sup>7</sup>

With respect to the more efficient organization of county government, from its ancient diffusion of executive power through election of most every county official from animal appreherder to judge and sheriff, to the appointment or election of a single powerful county manager or executive, counties are beginning to move toward more modern organization and management forms and techniques of government.

State law is a significant restricting factor on counties with respect to their desires and needs to refurbish the structure of their governments. Not all states provide for county home rule charters. The more forward looking states are now beginning to provide far more flexibility in county government. Fifteen states have provided home rule charters for their more populous counties. California, New York and Maryland have more home rule charter counties than any of the other twelve states. Other states provide some degree of flexibility in county organization, but most states are reluctant to decentralize their powers to counties.<sup>8</sup> Essentially, there are three basic categories of current administrative organization being used by counties to help them better manage governmental services.

One of the oldest, and one with a number of variations that need not concern us here, is the Commission form, or perhaps more accurately called the Commission-Plural Executive Plan of County Government. (See chart next page.)

CHART 1

THE PLURAL EXECUTIVE FORM OF GOVERNMENT  
IN A TYPICAL IDAHO COUNTY

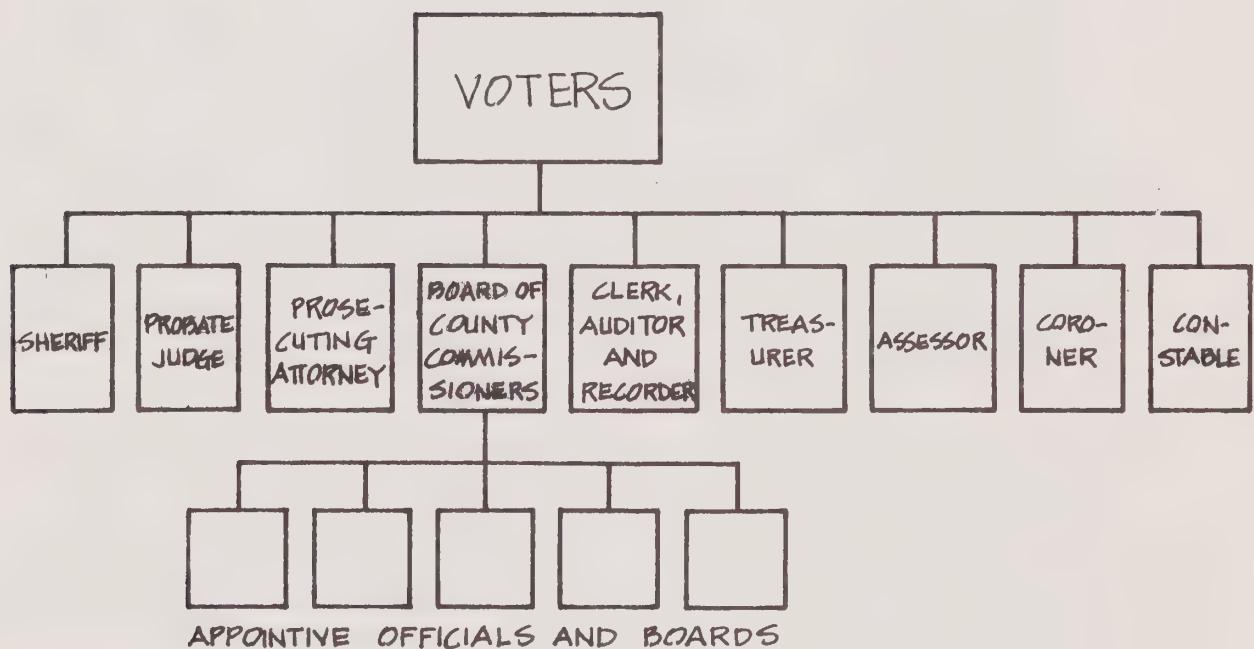


CHART SOURCE: DUNCOMBE, HERBERT S., COUNTY GOVERNMENT IN AMERICA, NATIONAL ASSOCIATION OF COUNTIES RESEARCH FOUNDATION, 1966, P. 10.

It combines both legislative and administrative powers in each commissioner. It acts collectively as a legislative or policy making body when it meets as one body. Individually each commissioner may be given administrative power to administer the affairs of an individual department such as public works, or may hold some judicial post. They share administrative powers usually with several separately elected officers. The officers of the county separately elected to administer their departments under the Commission form of government, are, for example, county judge(s), sheriff, treasurer, district attorney, court clerk, coroner, auditor, assessor, recorder and superintendent of schools. The commissioner form of county government exists in about 85% of all counties in the United States, usually counties of small and sparse population.<sup>9</sup>

There are more than 450 counties with some kind of central administrative officer. Three principal types of executive systems are found among these counties. They may be identified as county manager, chief administrator, and elected chief executive. The county manager, where this position exists, is akin to the pure form of city manager, where as manager, appointed by the County Board of Supervisors, he holds all basic executive and administrative power, appoints and dismisses all county department heads, (usually with Board confirmation), prepares the budget, and supervises all administrative activities. The manager usually serves at the pleasure of the County Board, although in some jurisdictions, as in Monroe County of New York, he is appointed for a four year term subject to renewal.<sup>10</sup>

The chief administrative officer of a county, usually appointed to serve at the pleasure of the County Board of Supervisors, is rarely given complete administrative powers over the county. He often shares executive functions with several elected officials, as he does in California, and most other states using a chief administrator. His powers are not as extensive as that of the so-called manager form, not having full appointive powers nor over-all responsibility for the direction of county affairs.<sup>11</sup>

The third type of county executive is that of chief elected executive. This officer is somewhat comparable to an elected strong mayor in many of our larger cities. He is separately elected on an at-large basis in his county for a term of years, normally four. He is usually given wide powers to administer the county and he prepares an annual budget. He is given veto power over ordinances passed by the County Board, but the latter may over-ride a veto by a 2/3 vote of the legislative body. Thus, his powers are more nearly akin to those of a state governor or of the President of the United States. <sup>12.</sup> (See organizational charts next page.)

The purported advantage of the commission-plural executive form of government is that local government can be kept responsive to local

CHART 2  
THE COUNTY MANAGER PLAN

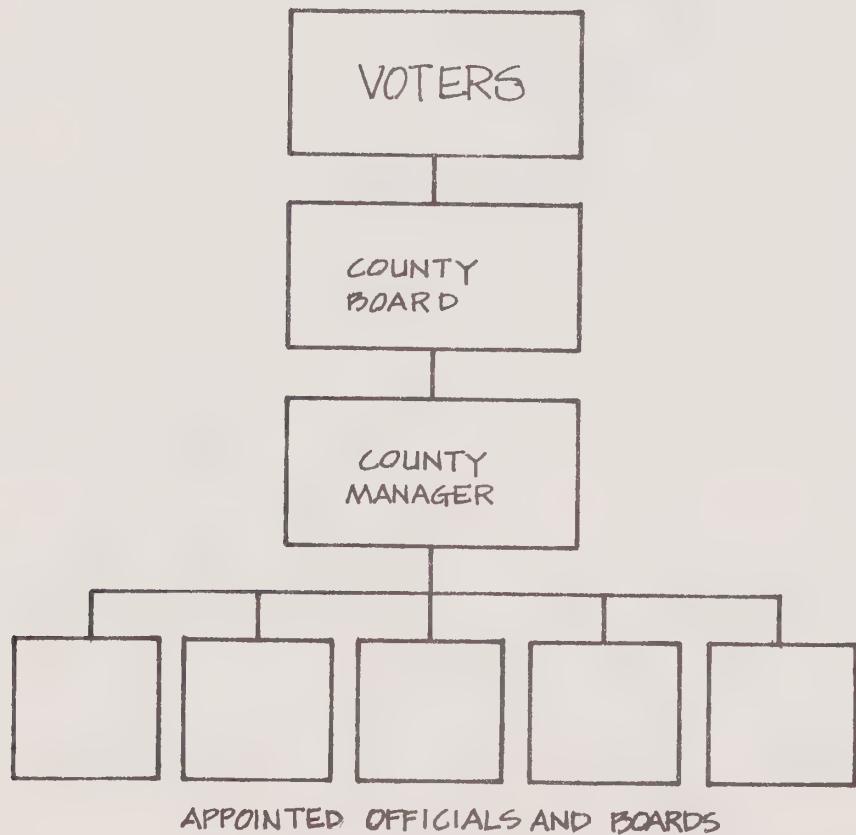


CHART SOURCE: DUNCOMBE, HERBERT S., COUNTY GOVERNMENT IN AMERICA  
NATIONAL ASSOCIATION OF COUNTIES RESEARCH FOUNDATION, 1966, P. 11

CHART 3  
THE ELECTED COUNTY EXECUTIVE PLAN

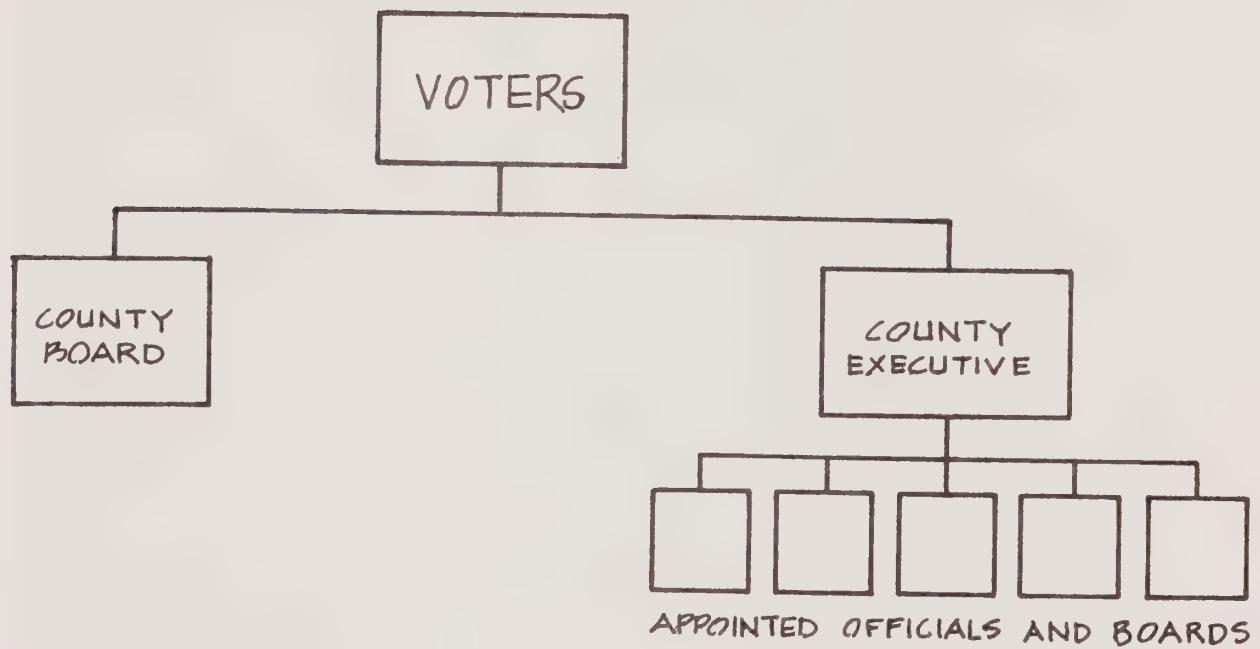


CHART SOURCE: DUNCOMBE, HERBERT S., COUNTY GOVERNMENT IN AMERICA, NATIONAL ASSOCIATION OF COUNTIES RESEARCH FOUNDATION, 1966, P. 12.

needs by electing many officials at frequent elections. It is used most commonly in the rural, thinly populated areas of the Nation. When county population grows beyond 100,000 people, the very nature of our society impels the county to adopt a more centralized form of government.

A basic weakness of the commission-plural executive form of government is that it has no single executive who can be held accountable for efficient administration. Administrative authority is dispersed and diffused, making accountability to the people difficult, if not impossible. It violates the traditional separation of powers concept found at the Federal and state level. It also produces a long ballot of candidates, making it difficult for voters to really know much about the character and qualifications of the candidates for office. These and other weaknesses help to produce disinterest in county elections, except for the office of supervisor. It is not a form of government designed to meet the needs of a technical, complicated society.

The movement to appoint many county administrative officials that have traditionally been elected, helps to strengthen the role of the Board of Supervisors. Where there are fewer elective offices in the county, voters can concentrate their concern for accountability on the members of the county legislative body. Boards of Supervisors could not be held accountable in any case for other elected county administrators, although Boards of Supervisors were often erroneously blamed for poor county administration by elected officials over whom they had no supervisory authority nor even coordinating authority to enforce harmony of administrative action.<sup>13</sup>

Arguments supporting elimination of many county elected offices such as County Clerk, Treasurer, Tax Collector, Auditor, Recorder, Public Administrator, Coroner and even Assessor suggest that their duties have become so technical that they need professional competence of a high order, not just political popularity. Few voters can judge the effectiveness of specialized public administration of today. Therefore, intelligent citizens and students of government of today's society are calling for appointment of such offices. The following are the major arguments for appointment as identified by Jane Gladfelder:

1. If the board of supervisors is going to be held responsible for the operation of the county government, there should not be a diffusion of political responsibility within the county;
2. Government is not taken out of the hands of the people by providing for the appointment of non-policy making officials; rather the people are given greater control of their government by centralizing responsibility in the elected board of supervisors, and by giving the board the powers necessary to carry out the job for which it is elected;
3. Specific qualifications for certain positions (i.e., a coroner should be a pathologist, an auditor should be a certified public

accountant, etc.) are more important than the ability to win an election.

Of the three types of relatively strong executive plans of county government briefly described above, there are few which represent the pure theoretical model of the county manager or strong elected chief executive. Most executives of counties find they must share administrative responsibility, supervision and power with other elected administrators -- minimally, District Attorney, Sheriff and Assessor or with other administrators or boards appointed by the Board of Supervisors because county charters or state laws require such appointments.

The county chief administrative officer or manager or elected chief executive is strongest, more efficient and more accountable when he has complete or nearly complete power to appoint (with board confirmation) and to remove all or nearly all county department or division heads, prepare the operations and capital outlay budgets, make contracts for equipment, goods or services, and is made responsible for the general administration of the county. The elected executive is even stronger than the appointive manager or CAO where he is given power to veto county ordinances passed by the county legislative body. Where this veto power is given the chief executive, the county Board of Supervisors will have power to override the veto by a two-thirds vote of its membership. This affords the type of check and balance system between the county executive and the county legislature that is found in state and Federal government.

The strong executive type plans of government for counties are usually buttressed with other features of modern business practices including appropriate audit and monetary control systems, data processing, purchasing by competitive bidding, especially for expensive equipment or large quantities of supplies or services; human and labor relations departments to handle internal or external relations. In addition to these business type techniques of management good county governments will add a modern civil service system for the selection of governmental employees.

Structurally, there are few weaknesses in the manager-supervisor, or elected executive-supervisor plan of county government organization. The manager type precludes the manager from giving a kind of executive political leadership which is an important part of the elective executive. But it also reduces for the manager the power of undue party or pressure group influence that can be more easily pressed upon an elective executive. Both strong executive plans are simpler for the voters to understand. Normally there are fewer officials to be elected and therefore it is easier to place responsibility for ineffective or inefficient planning or operation of government. In both instances the strength of the system may come more from the wisdom and capabilities of the men holding the office than from a

description of their powers set forth in a charter. Their personalities, willingness to take the initiative, and leadership qualities are very important to the office they hold.

The trend in county government seems to be toward strengthening the chief executive or chief administrative officer, and reserving to county boards of supervisors all policy making decisions. Ever so slowly there is evidence that certain county offices, formerly elective, having few or no policy making functions, are being made appointive as new county government charters are adopted.

Examples of these positions include county offices of treasurer, coroner, clerk and recorder, public administrator, tax collector and superintendent of schools.

The elected county executive is popular in the eastern and southern part of the United States while Western states favor the council (commission - supervisor) - administrative system of government. Most of the more than 3,000 counties are still governed by a set of elected commissioners who exercise both legislative and administrative powers.

Fresno County is one of eleven home rule charter counties in California, having adopted its charter in 1933. It provided for a Board of Supervisors of five elected officials chosen from independent supervisorial districts. Section 19 of the Charter provides for an administrative officer and delineates his powers. Thus Fresno County some forty years ago adopted a form of government that ostensibly was to make it more efficient and effective. Fresno County has grown in population from 144,379 in 1933 to 413,053 by the census figure of 1970.<sup>14</sup> If the estimated 1973 population figure for Fresno County is used, the population had increased by 286% from 1933 to 1973. It is axiomatic that as population increases within a county, demands for services likewise grow, and are reflected in the creation of numerous new departments of government with many new employees that provide services not needed in former years. In 1933, Fresno County employed a total staff of about 500 people. In 1972-73 the County had 4511 permanent employees and 28 departments of government.<sup>15</sup> The latter figure represents an 800% increase of permanent employees in the 40 year span.

The changes in governmental services provided to the people of Fresno County between 1933 and 1973 reflect the changing society. Several new County offices and services have been added since 1933. Representative of these new services and offices are the Department of Planning, Office of the Public Defender and the Public Administrator-Guardian, Farm and Home Advisor, Personnel Director, Probation Office, Office of Mental Health, Parks and Recreation Department, Computer Services Division, Veterans Affairs and Valley Medical Center. The growth in size of the permanent staff to administer County government grew by 800% in the forty year period, and represents tasks and professional competence and expertise that ranges from the menial to the most specialized and

technical personnel major universities can supply.

Another measure of growth in county government is the size of the budget. In 1932-33 the budget adopted anticipated expenditures of \$5,021,480.98. In 1973-74 the budget will be in the neighborhood of \$148,500,000, an increase of about 2,957 percent over the 1932-33 budget figure. Even making allowances for a considerable amount of inflation in that period, the latter figure represents a tremendous growth of financial responsibility.

In a communication dated April 30, 1973, to the Administrative Practice Committee of Fresno County, Melvyn G. Wingett, County Administrative Officer, stated that while in theory the adoption of a home rule charter grants to the County "flexibility in tailoring its organization and operation to meet unique local needs..." our organization in Fresno County Government continues to reflect a basic structure established in state law soon after the turn of the century. Outlining prospective study objectives for a proposed Reorganization Study Committee, he pointed out that, "County government is primarily charged with administering State and Federally mandated programs. Eighty to ninety percent of our functions are assigned by the State with broad guidelines as to the nature of the service which must be rendered. In view of the constantly changing Federal and State laws or regulations, we believe our organization should be reviewed to see if its configuration relates well to its current assigned objectives.

Another study objective would be to improve public convenience by eliminating, where possible, the need for the public to deal with several County agencies to accomplish a single purpose. This is an apparent problem in the area of subdivision and parcel map processing, for example.

There is also currently a diffusion of responsibility and authority, which often makes it confusing for the departments themselves and the public to determine which County unit is responsible for dealing with a particular problem. The growth and addition of new functions to County operations have resulted in proliferation of independent units. The number of County departments with which the public and service units of our organization must deal complicates our operation."

#### COUNTIES INVOLVED IN COMPARATIVE STUDY

To assist the Reorganization Advisory Committee in its work of appraisal of the present structure of Fresno County government, its Staff was asked to examine and explain to the Committee what changes were being proposed or actually being implemented in other counties in California and in counties in other parts of the United States.

The Staff selected for study several counties in California of similar size in population and resources and others throughout the United States where current literature indicated studies of county government were being undertaken or where recent reorganization of county government

had been expected. The counties studied were similar in population, size and resources. The balance of this comparative study will briefly review the changes in organization and structure of county government that have been proposed or adopted in the selected counties.

The following California counties were selected for study by the Staff -- Alameda, Sacramento, San Diego, San Mateo and Santa Clara, and the counties of Allegheny in Pennsylvania, and Broome, Cayuga and Onondaga in New York. These were the counties where in recent years studies of reorganization were being undertaken, proposed and either rejected or adopted by the people of the county. As previously indicated only 450 counties out of a total of over 3,000 in all of the fifty states have some form of county executive officer. The ones that have a county or chief administrative officer are, for the most part, fairly populous and urbanized, although some rural and sparsely settled counties have a commission (council) - administrator or executive form of government. Examples of the latter are Butte and Tehama counties in California, with a 1970 population of 101,969 and 29,517 respectively, Hood River County, Maryland, population 66,911 and Herkimer County, New York, population 67,440.

This study does not include any counties where county-city consolidation have taken place. Such an innovation has less importance for our purposes than reorganization plans proposed or adopted in the counties selected for comparative study.

Broome County, New York, adopted a new charter in August of 1968, in accordance with the provisions of Article IV of the Municipal Home Rule Law of the State of New York. It is located in south-central New York, borders on Pennsylvania and finds part of its eastern boundary fixed by the Delaware River whose source is in nearby Delaware County, New York. Its county seat and most populous city is Binghamton, with a 1970 population of 64,125. The population of the county is 221,815.

Prior to the reorganization of Broome County, it was governed by an elected Board of Supervisors, which exercised both legislative and administrative powers. The Chairman of the Board was the Chief Executive Officer of the County. Responding to criticisms of many people and groups that a 19th century government model was inadequate for the 20th century, the Board of Supervisors ordered a study of county government in 1967. The focus of the study revolved around the proposal that the legislative function of the county council (this term is used in New York in all home rule charter counties rather than Board, Commission or Supervisors) be separated from the executive functions of the council. Section 101 -- Title and Purpose -- of the Charter states that "among other purposes of the Charter are the following: Separation of County Legislative and Executive functions and responsibilities; the securing of the greatest possible county home rule and the accomplishment of an increased efficiency, economy and responsibility in the Broome County Government.<sup>16</sup> The new charter created a legislative body called a

council with 19 members. It also created an elective executive, elected at-large for a term of three years.

The powers and duties of the new legislative council ensures widest policy making power for this body, within the strictures of state law and the state constitution. Typical of these powers are -- "to exercise all powers of local legislation in relation to enacting, amending or rescinding local laws, legalizing acts, ordinances or resolutions." It has the power to tax, appropriate money, incur debt, adopt the budget, award contracts for all professional services and approve all capital outlay programs. It has power to adopt, amend or repeal an Administrative Code which sets forth the rules and details of administration in the county. It can create, alter, combine or abolish county administrative units not headed by an elected official. Other powers generally germane to an American legislative body are granted in the Charter. The council selects its own chairmen and employs a clerk of the legislature.<sup>17</sup>

The elected executive is given extensive executive and supervisory powers. He is designated the chief executive officer and administrative head of the county. He supervises and directs the organization and reorganization of each department or administrative unit, the head of which he is empowered to appoint. As chief budget officer he prepares the operating and capital budgets, determines and fixes real property tax equalization rates among the various taxing districts of the county for county purposes, designates one or more depositories within the county for deposit of all county monies collected by the Commissioner of Finance, and determines what funds may be invested and in what securities, according to law. The chief executive must make an annual report to the Council of the activities of the several administrative units. Under county and state law he administers workman's compensation programs, has all necessary incidental powers to perform and exercise his responsibilities, and perform such other duties as may be prescribed by law.

The chief executive has veto power over Council actions. The Council may over-ride his veto by a two-thirds vote of the whole number of its members. He has extensive appointing and removal powers. He appoints, subject to Council majority approval, a deputy county executive and all department heads, who serve at his pleasure. However, he makes three department head appointments not subject to legislative approval, namely, the directors of the Division of Budget and Research, the Division of Purchase and the Division of Central Services, the latter of which supervises mailing and data processing and the office of the Sealer of Weights and Measures. The appointment of these three officers without Council approval gives great power to the chief executive to influence legislative policy and internal administration.<sup>18</sup>

A most interesting and important innovation in the Broome County system is that the head of the Audit and Control Department of the County is appointed by the legislature for a term of four years subject to renewal.

He makes an annual audit, and at such other times as he deems appropriate, of all departments of the county and reports his findings to the legislature. He may be directed by the County Executive to make special audits of any department with any duty relating to county funds. His reports are submitted both to the legislature and the County Executive. His connection to the legislature leaves him free to examine and criticize the departments of the county without fear of the powers of control of the Chief Executive. This independence is valuable. The one deficiency, as is true in elected auditors in general, is that they audit themselves except where the legislature directs a periodic outside audit, usually by contract with a private auditing firm.

Broome County elects its county judges, judges of the Surrogate and family court, and the District Attorney, Sheriff and County Clerk. All other department heads are appointed by the Chief Executive, affording significant administrative control of all county government. The Chief Executive exercises coordinating influence but not directive power over the court system and the three elected officials through the budget process.

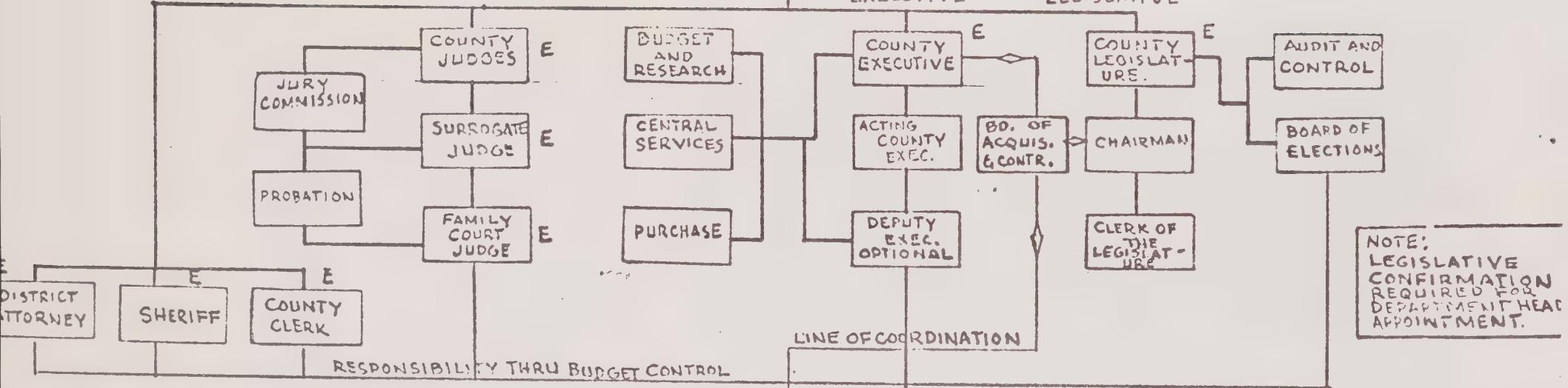
The Broome County system of government has a number of attributes in it worth attention for the Reorganization Advisory Committee: Few elected executive officials, probably at a minimum, audit and control answerable to the people through their elected representative, a kind of cabinet of staff officers to aid the County Executive in preparing the budget and in obtaining maximum benefit from centralized purchasing and data processing. It has a weakness characteristic of all large county governments in having more departments responsible to the Chief Executive, some twenty, than he can properly supervise.

The accompanying chart is both revealing and instructive. (See next page.)

ORGANIZATIONAL  
SUBSTITUTE PER  
BROOME COUNTY  
CHARTER

## VOTERS

## JUDICACY



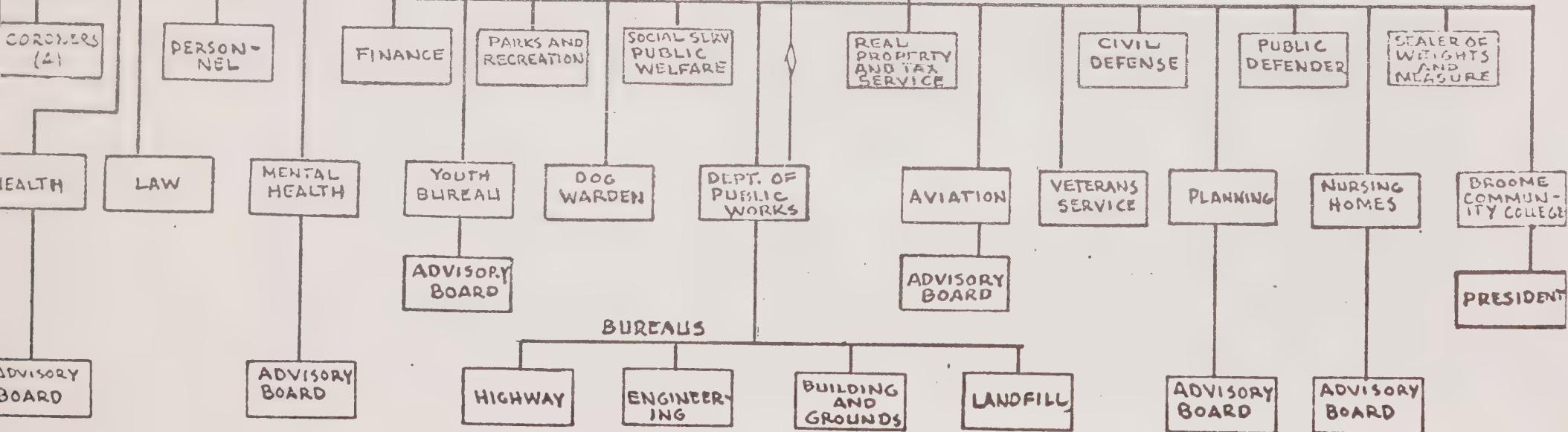
**NOTE:**  
**LEGISLATIVE**  
**CONFIRMATION**  
**REQUIRED FOR**  
**DEPARTMENT HEAD**  
**APPOINTMENT.**

## RESPONSIBILITY THRU BUDGET CONTROL

## LINE OF COORDINATION

92

**APPOINTED HEADS**



Cayuga County, New York. On June 19, 1973, Cayuga County voters defeated a county-wide referendum on a revised charter for the governance of the county. Thus for the purposes of this study we shall discuss for comparative purposes only those features of the proposed revision which indicates the more important changes contemplated .

Cayuga County before the referendum on June 19, governed itself under existing general law of New York State for all counties that had not adopted a home rule charter. A review of the county government before the people voted on a possible charter change is revelatory of the anachronism of county government carried over from the 18th and 19th centuries into the 20th century. The accompanying chart (see next page) pretty clearly reveals the problem.

Descriptively, these are the basic problems of the Cayuga County government as it presently exists. First, Cayuga County government is terribly fragmented. The county legislature is splintered into fourteen committees. The appointment of department heads is complicated. Most are appointed by the county legislative body, some by the chairman of the legislature, some by boards, the members of which are appointed by the legislature, and five are elected by the voters of the county, but are supervised by one or more committees of the legislature. Each county legislative committee is responsible for supervising one or more departments. This arrangement to a large degree fuses legislative and executive functions, but in the process confuses more than it clarifies. Coordination of various administrative activities is made next to impossible. Economies of any meaningful scale are, consequently, not obtained for example, by central purchasing. If one department is studying the advantages of data processing, others do not know about it.

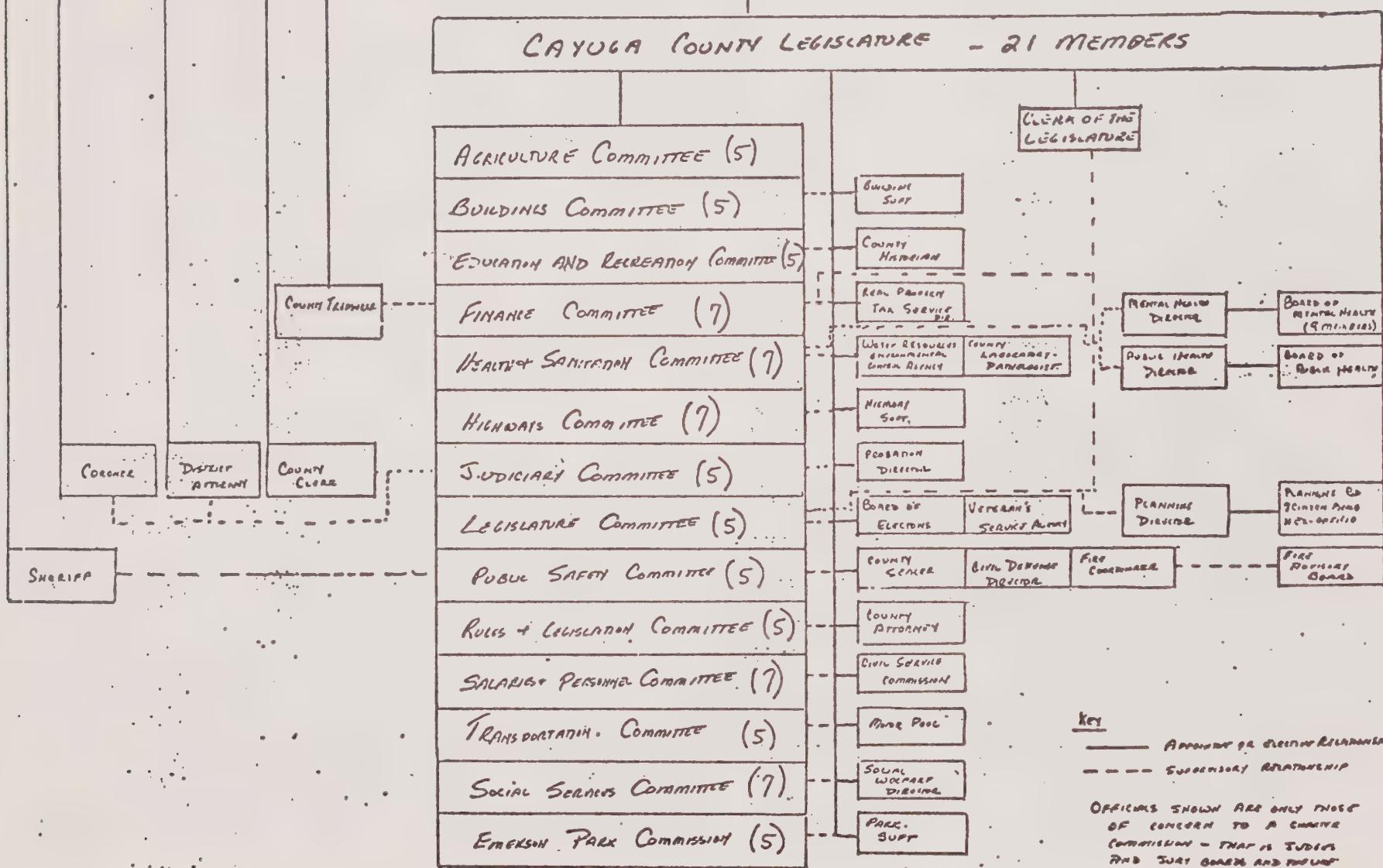
Second, state law requires that committees specifically, and often the whole legislative body, be involved in details of even minor expenditures, or in technical process normally left to skilled administrators. For example, the legislature or one of its committee is required to evaluate or to assess the qualifications of bidders to bid on a contract or any parts of one. These are administrative responsibilities requiring an expertise a legislative body should not be asked to possess, let alone process. It places an impossible burden on a legislative body.

Third, elected officials are compelled to be supervised by a committee of the legislature although at-large elections of five county officers, sheriff, coroner, district attorney, county treasurer and county clerk should make them directly accountable to the people. This situation breeds conflict.

Fourth, there is no executive officer in the county to coordinate all administrative activities let alone prepare a county budget. The chairman of the legislature has no coordinative power.<sup>19</sup>

# CAYUGA COUNTY ORGANIZATION CHART

VOTERS AT LARGE      VOTERS BY DISTRICTS (21)



The Cayuga County Charter Citizen's Advisory Commission, with the aid of the Center for Governmental Research, at Rochester, N.Y., prepared a charter based upon New York's home rule provisions for submission to the people for their approval or rejection. (It was rejected June 19, 1973 as previously indicated.)

The more important purposes of the charter were to be: "The accomplishment of a greater efficiency, economy and responsibility in county government; the securing of all possible county home rule; and the separation of legislative and executive functions."<sup>20</sup>

The legislature was to have 21 members elected from 21 districts of equal population to meet the "one-man-one-vote" rule of Reynolds V. Sims (U.S. Reports) 1964, hold office for two years, and were given all legislative powers under home rule in New York, adequately described for Broome County, New York, elsewhere in this report.

The new charter's most important feature was a separation of legislative and executive functions. Article III proposed a county manager, to be appointed by a 2/3 vote or better of the legislature, and selected on the basis of his educational and executive qualifications. He was to be given full power to prepare the operational and capital outlay budget, to appoint all department heads, to serve at his pleasure, except those officers required to be elected, and to supervise and control all administrative units, the heads of which he appoints. Appointments to department heads were to be confirmed by a majority vote of the legislature, but he had unrestricted power to remove those whom he had the power to appoint. He could prescribe, within the limits of the charter and the administrative code, the internal organization of all departments over which he had direct control. He had all other powers normally given to a manager in a conventional city council-manager system of government. He was to be a strong executive, able to appoint, discipline, direct and remove department heads, negotiate labor agreements with recognized union or employee organizations, prepare the budget, and administer the government of the county. He could be suspended or removed by a two-thirds vote of the county legislature. He was to be entitled to a public hearing on his removal if he requested it.

Budgeting was to be centered in the office of budget and efficiency headed by the county manager or, with approval of the county legislature, by a budget director appointed by the manager. A central office of purchasing would have been established had the charter been adopted, and the county manager was to be fully responsible for data processing equipment and operation.

The main thrust and purpose of the Cayuga County charter proposal was to establish a "central executive authority" and to keep lodged in the legislature all proper legislative and policy making responsibilities.<sup>21</sup>

Onondago County, New York. In November of 1961, the voters of Onondaga County, approved a new home rule charter that on September 5, 1961, had previously been adopted by the Board of Supervisors, who recommended that it be approved by the voters of the county. The charter declared its purposes to include, "The separation of county legislative and executive function; the securing of all possible home rule; and the accomplishment of greater efficiency and responsibility in county government."<sup>22</sup>

The powers and duties of the County Board of Supervisors, when lawfully convened, were to legislate, appropriate moneys and to be the governing and policy-determining body of the county. (See sub-appendix A of this report for a description from the Onondago Charter of Section 202 of the charter which describes these powers, p. 110.)

The Board of Supervisors which constitutes the legislature of the county now has 24 members, elected from 24 supervisorial districts of approximately equal population. They select their own chairman, and elect a clerk of the legislature. They also appoint and supervise a Board of Elections.

This county, as in most other New York counties, elects the county chief executive officer, who serves a period of four years. His powers are very extensive over all portions of the executive arm of the county. (See sub-appendix B of this report for a description from the Onondago Charter of Section 302 of the charter.) He shares executive authority with four other elected officers of the county, the Comptroller (Controller-Auditor), Sheriff, District Attorney, and County Clerk. In this county the former elected office of County Treasurer was abolished, its functions being absorbed by the Commissioner of Finance appointed by the county executive.

A unique feature of charter counties in New York is that the function of assessor, elected in most counties of the United States and appointed in a few others, is transferred to the elected chief executive. The Chief Executive of Onondago County is empowered to "determine and fix real property tax equalization rates among the various taxing districts of the county for county purposes..."<sup>23</sup>

The Chief Executive exercises the veto power over any ordinance passed by the county legislature. The legislature may over-ride the veto by a two-thirds vote.

The County Executive "is chief executive and administrative head of county government, appoints department and other administrative heads (all subject to confirmation by the Board of Supervisors), is chief budget officer, determines real property tax equalization rates for county purposes, may appoint various advisory boards, makes an integrated annual report to the Board of Supervisors on county administrative activities, and has other related powers and duties."<sup>24</sup>

The County Executive has six divisions in his office serving a staff function and performing the following services -- Budget, Research and Development, Purchasing, Economic Development, Human Rights (City and County), Central Emergency Services and Labor Relations. The last four offices are exemplary of the response to modern needs of the people and reflect government concern with economic activity and employment, fair employment practices for all people, and the fact the government workers are organizing for their self protection.

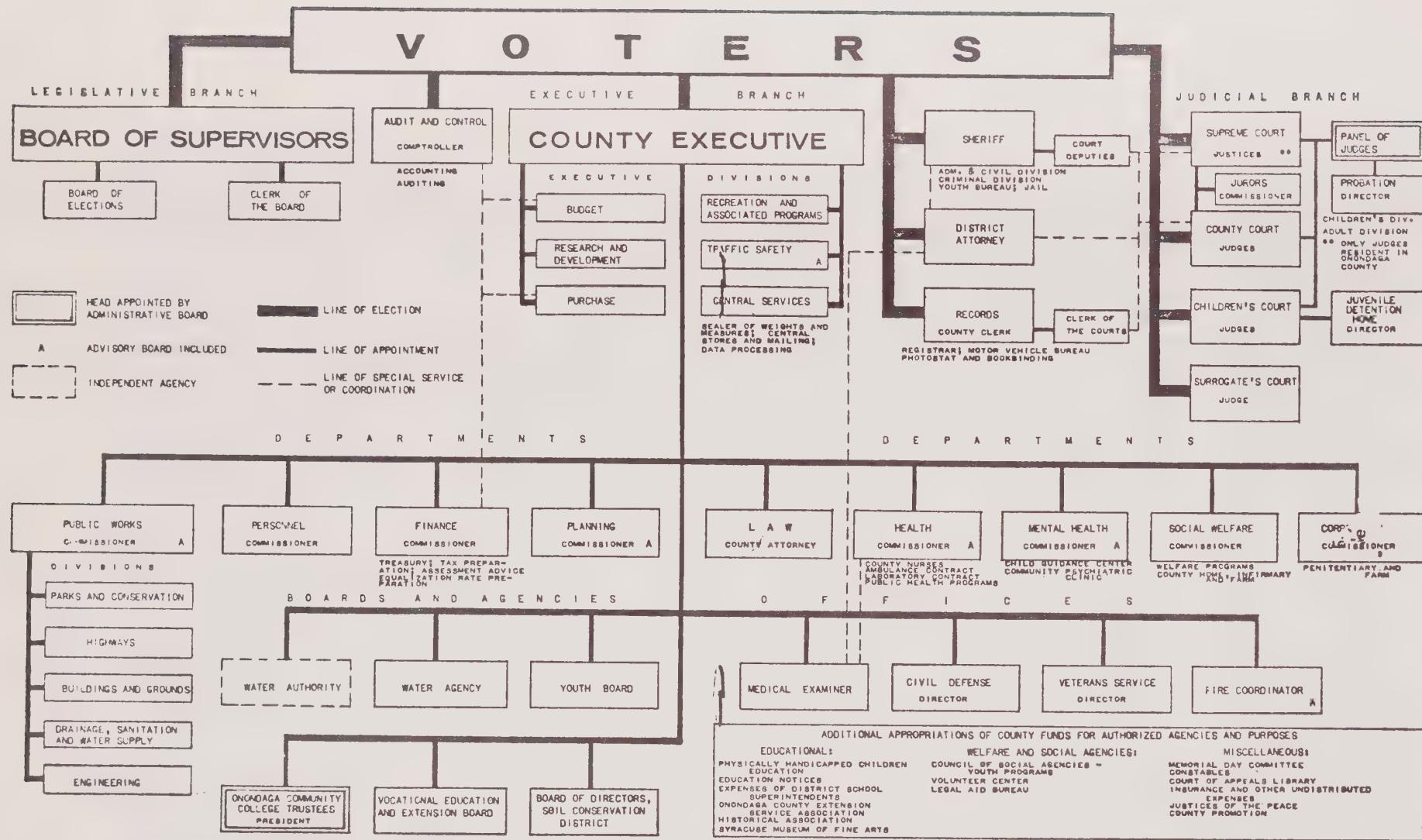
A review of the chart of Onondaga County governmental structure (see chart next page) reveals that the office of coroner has been replaced by a medical examiner. The personnel director, though appointed, serves a six year term and is subject to reappointment.

An interesting feature of the office of Central and Emergency Services is that it includes the administrative and supervisory functions of Central Stores, Mailing, and Data Processing, and the office of Weights and Measures.

It is difficult not to conclude that the span of control of the Chief Executive is strained to the breaking point with supervision of six staff offices, three divisions, twelve departments and three major authorities, or boards. That this is undoubtedly true is revealed in a letter dated August 6, 1973 from John H. Mulroy, County Executive, to D.A. Tueller, indicating that he has employed the C. W. Robinson Company of New York, a management consultant firm, to evaluate the executive arm and make recommendations for modernizing it.

Allegheny County, Pennsylvania. County News reported in an early 1973 issue that Allegheny County had created a government study commission to review the present structure of county government and propose a modernization of its form. Allegheny County has had the same form of government for 185 years -- three county commissioners. During that period the county grew in population from a sparsely settled back woods area at the time the Constitution of the United States was adopted in 1789, to the 9th most populous county in the Nation by 1972. Its major city and county seat is Pittsburg, a city of over 500,000 people. The county, only 731 square miles in extent, had 1,605,016 people within its borders in 1970. It is the second most populous county in Pennsylvania.

A glance at the current governmental organizational chart of Allegheny County (see chart page after next) quickly reveals an anachronistic system, conceived in frontier times for a sparse rural population. That the system works at all is either a testimony to the perseverance and intelligence of its people, or a testimony to the hold of political tradition on the minds of the people of the great state of Pennsylvania. The Quaker State has long been known for the power of its political parties to run affairs of state. The Republican Party particularly has had a conservative hold upon the state that has opposed innovation in local government. Not until 1968 did the state adopt a Home Rule/



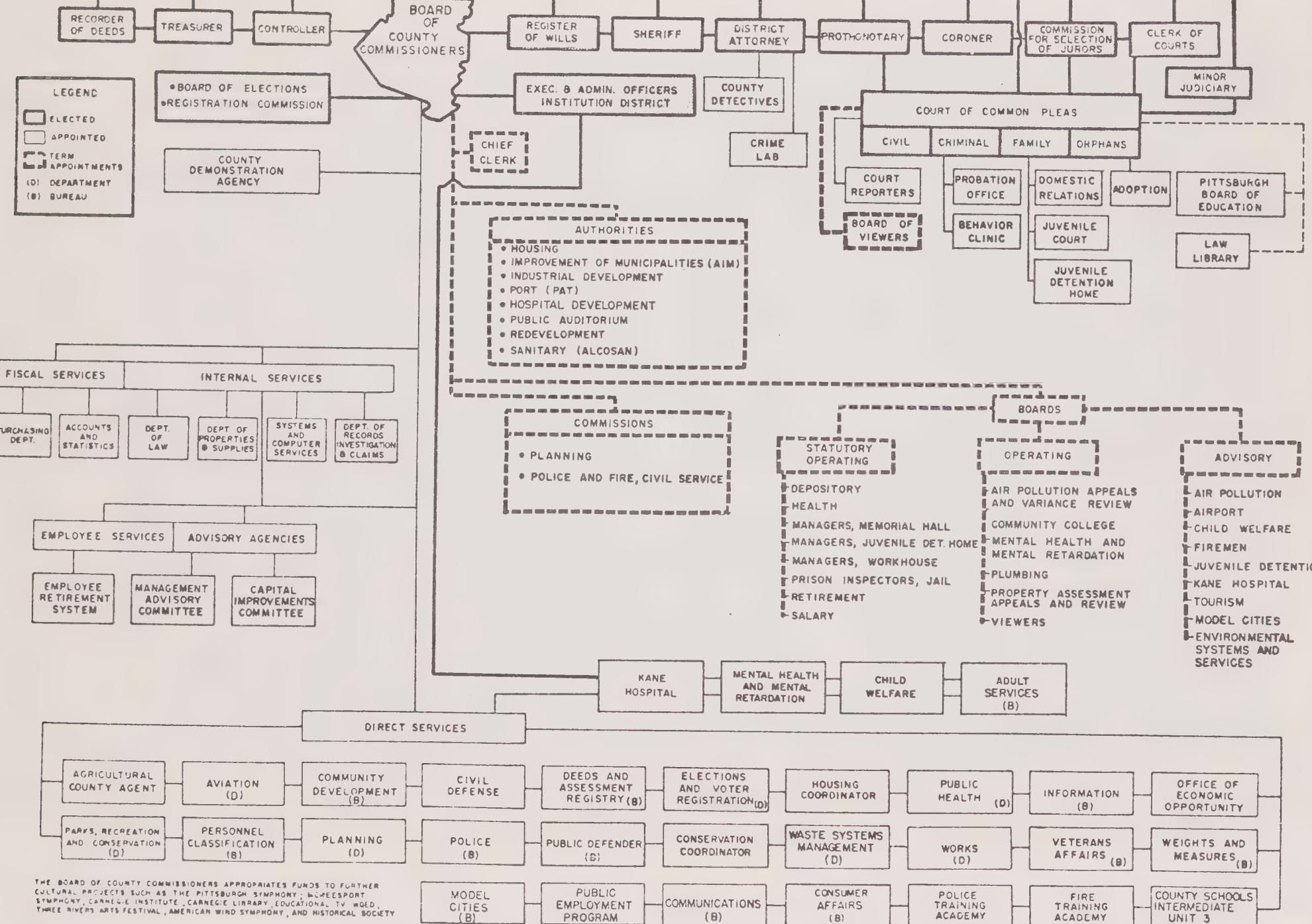
# **HOME RULE CHARTER**

# **PROPOSED GOVERNMENTAL STRUCTURE OF ONONDAGA COUNTY**

PREPARED FOR THE ONONDAGA COUNTY CHARTER COMMISSION BY THE ONONDAGA COUNTY DEPARTMENT OF RESEARCH AND DEVELOPMENT - JUNE 1961



# ELECTORATE OF ALLEGHENY COUNTY



Optional Plans law to permit any municipality (county, city, borough and township) to design their own form of government. Counties under the law were permitted to continue any form permitted by state law, basically only the county commissioner form, or adopt a new or unique form of government. A number of communities within the county and the county itself chose to grant voters an opportunity to vote on the Home Rule/Optional Plans. Voters approved the idea of studying the possibility of a new structure of government for Allegheny County in 1972, by approving the creation of a government study commission for their county. It began its work in 1973, and is still in process.

The commission is holding hearings in every part of the county and is slowly preparing its report. Their findings and tentative recommendations so far may be helpful to Fresno County to the extent that it reveals their thinking about prospective change. The Staff of the Reorganization Advisory Committee of Fresno County unfortunately has very little information from this county, basically only the Newsletter published periodically by the Government Study Commission. The most recent Newsletter, September 1973, indicates that while the study is complete, the final draft is not yet approved.<sup>25</sup>

The Government Study Commission has decided to recommend that the county adopt a Home Rule Charter on the grounds that "a community of 1.6 million people, a community larger than 16 states, is capable of making its own local decisions, based on local needs and local desires." Secondly, the home rule law permits the county to tailor and design a framework and structure a government to its needs.

The Government Study Commission recommends the replacement of the ancient commissioner system with a modern framework of government that would separate the executive and legislative function. The G.S.C. proposes a seven member legislature to be elected from seven electoral districts of approximately equal population, to serve for four year terms. The legislative positions will be full time.

The executive function would be managed by a single elected executive, a type of county strong mayor office.

Besides the three elected county commissioners there were eleven other elected county officials called row offices. The G.S.C. proposed that the offices of the County Treasurer, Recorder of Deeds, Coroner, and the two jury commissioners be made appointive offices. The justification for this recommendation by the G.S.C. was that these offices perform mainly administrative tasks and have little bearing on overall county policy making. The coroner was to be replaced by a medical examiner and thus be professionalized. The Clerk of the Courts, Prothonotary (in certain courts, the Chief Clerk), and Registrar of Wills be combined into one elected office. The Study Commission further recommended that the office of District Attorney and Sheriff be continued as elective. No decision had yet been made on what to recommend about the office of

controller. The function of the Treasurer, the Commission recommended should be assigned to a Finance Director's office, the function of Recorder of Deeds was to go to a records management office. The proposal that three court related offices to be combined into one was justified on the grounds of their relatedness, and the fact that the Courts themselves (Common Pleas, County, Criminal, Orphan's and Juvenile) were combined a few years ago.

The Commission recommended a centrally prepared budget, under the direction of the Chief Executive. The budget process was to "ensure more criticism, more deliberation and more meaningful citizen participation in the whole budget process." The G.S.C. felt the budget is the county's master plan for delivery of services, and should have widest publicity and closest scrutiny. The executive-legislative system of county government, they believe, would invite better citizen participation and more useful communication with their legislative representatives. When the system works well "the legislators become, in effect, ombudsmen".

The Commission provided a clause in the Charter to protect all current employees of the various offices affected by the decision of the Commission.<sup>26</sup>

The importance of the work of the Government Study Commission of Allegheny County indicates a trend toward a clearer definition of executive and legislative responsibilities at the county level and a desire to modernize the instrument of government and at the same time to keep its decision making process responsive to the people. The elected executive would be a leader in discovering problems and proposing solutions. It will be interesting to see how the Commission works out a system for involving the people in the legislative process.

Sacramento County, California. Sacramento adopted its home rule charter in 1933 and has amended it several times through the year 1972. From the standpoint of simplicity of structure and classical separation of legislative and executive powers, duties and responsibilities, Sacramento County presently has the most simplified organizational structure of any county in the United States of America. It is one of the pioneers in the development of the agency concept of organization. This concept of organization created four county agencies, each headed by a competent agency head who reports to and is appointed by the county executive subject to approval by the Board of Supervisors. These large agencies in Sacramento County are Law and Justice, Health, Administration and Finance, and Community Development and Environmental Protection. Others are contemplated in the future to bring all other operational elements into the agency structure. These will include, when fully organized, the agencies of service to individuals and Public Works and Transportation. (See page 63, 1-c.)

An examination of the Charter of Sacramento County reveals great power in the Board of Supervisors and in the office of County Executive to make structural and organizational changes, when they seem to be warranted and justified. Article V of the Sacramento County Charter, entitled General Powers of the Board of Supervisors, Section 15 parts (a) and (b) connect the powers of the county executive and the Board

to create and organize the administrative arm of the government in ways they deem necessary to provide the most efficient and effective way to deliver services to the people of the county.

The Charter of 1933 reduced the number of elective officers in the county other than the five supervisors and court judges, to four, - Assessor, District Attorney, Auditor and Sheriff.<sup>27</sup> All other administrative officers are appointed by the Board, for example, the County Executive and the County Counsel, or by the County Executive. The following list of offices in Sacramento County, nearly all of which were elected before the adoption of its home rule charter in 1933, are now made appointive by the County Executive, on confirmation by the Board of Supervisors.

Coroner	Surveyor
County Engineer	Tax Collector
License Collector	County Clerk
Public Administrator	Treasurer
Recorder	Agricultural Commissioner and Sealer of Weights and Measures
County Librarian	
Purchasing Agent	

The Personnel Director is appointed by the County Civil Service Commission subject to the approval of the County Executive.

The offices of Coroner and Public Administrator were consolidated as were the offices of Surveyor and County Engineer. The Board of Education for the County, elected as required by state law, appoints the County Superintendent of Schools.

All officers appointed by the County Executive, serve at the pleasure of the appointing authority. The Board of Supervisors by ordinance fixes the terms and regulates the number of assistants, deputies, clerks, attaches and other employees hired by the county, except that the heads of elective offices are empowered to select and appoint their deputies and subordinates, not covered by civil service, subject to approval of the County Executive.

The expectation of this kind of organization is that the County Executive will have his span of control reduced to sensible proportions, have a small cabinet of advisors to advise on policy matters and on the solution of administrative problems, have strong agency heads who are line officers with power to direct, control and supervise, and who will make coordination of all facets of county administrators more effective and efficient.

Sacramento County, as a consequence of the nature of its original home rule charter, which lodged power within the Board to organize, create new departments, and to reorganize the county administrative structure on the recommendation of the County Executive, was free to proceed with

changes without having to overcome the hurdle of a citizens' vote.

The voters of Sacramento County in the early 1930s are to be given credit for the exercise of intelligence and corroborating their faith in democracy by agreeing to eliminate all county elected offices that have little bearing on the policy making functions of county government. They were not concerned that they would lose control of county government by having former elective offices that were performing mainly administrative tasks made appointive. Their real power over county government is made more effective and efficient by electing a small county Board who could be held responsible for both policy and administration. Since the Board was the sole appointing power of the Chief Executive who was to be responsible for the total administration of the county, except for four elected administrative officers, the District Attorney, Sheriff, Auditor and Assessor, the people could more easily pinpoint responsibility, than where there were many elected county officials beside the Board.

A major gain from the reorganization schemes in California counties particularly, but in Broome and Onondaga counties of New York as well, is that the new type structure permits the chief executive much more time to work with their legislative bodies on long range plans for the county and on all sorts of policy matters designed to preclude situations needing care from becoming serious political or administrative problems.

Three California counties, Sacramento, San Bernardino and San Diego, have furnished the models for some of the proposals the Reorganization Advisory Committee is considering as recommendations they may wish to make to the Board of Supervisors. A study of the reorganization work of three other California counties, Alameda, San Mateo and Santa Clara, has also had its impact, although a lesser one, on the work of the Staff and the Reorganization Advisory Committee.

It is instructive to understand the rationale behind the changes that have taken place in the county governments of California, particularly at Sacramento, San Bernardino and San Diego. The purposes for reorganizing county government in these three counties and the factors contributing to that need were so similar that a review of the purposes and factors that led Sacramento County to redesign its structure of government would pretty accurately describe those of the other two counties.

On December 20, 1972, the Sacramento County Executive sent to the Organization and Administration Committee of the Board of Supervisors his reasons for proposing the reorganization of the county government and his justification for proposing the agency concept of organization for the county.

They are as follows:

A. PURPOSE OF REORGANIZING

1. To develop an administrative organization which can more readily respond to community needs and changing requirements.
2. To provide a more effective vehicle for accomplishing objectives and for planning, directing and coordinating county activities.

B. FACTORS CONTRIBUTING TO THE NEED FOR REORGANIZING

1. Growth
2. Diversity of services
3. Need for greater emphasis on planning
4. Excessive span of control
5. Inadequate coordination and communications
6. Increasing competition for limited resources
7. Lack of adequate priorities
8. Overlapping or splitting of functions among departments.

C. AGENCY ORGANIZATION CONCEPTS

1. Establishing agency organizations consisting of departments and/or elements of departments which have common functions.
2. Use of agency administrators to accomplish the County Executive's responsibility for administering county activities and services.
3. Dynamics:
  - a. County Executive -- responsibility retained but authority delegated to agency administrators.
  - b. County Executive Cabinet -- consisting of County Executive, Assistant County Executive and agency heads; an effective tool for planning, coordinating and communicating.
  - c. Agency Administrators -- administer and coordinate departmental activities as deputy county executive.
  - d. Department heads -- generally, no change.

The systems of government adopted in each of these three California counties were designed to permit better coordination of all government activities, to shorten the span of control for the Chief Executive of the county, and ensure more responsiveness of government to the people through their elected representatives. Prior to the reorganization of

government in each of these counties the chief administrative officer attempted to coordinate governmental activities, by working separately with each one of the many department heads and when this grew to be an unmanagable system by coordinating the work through groups or clusters of department heads under the guidance of an analyst from the CAO's office.

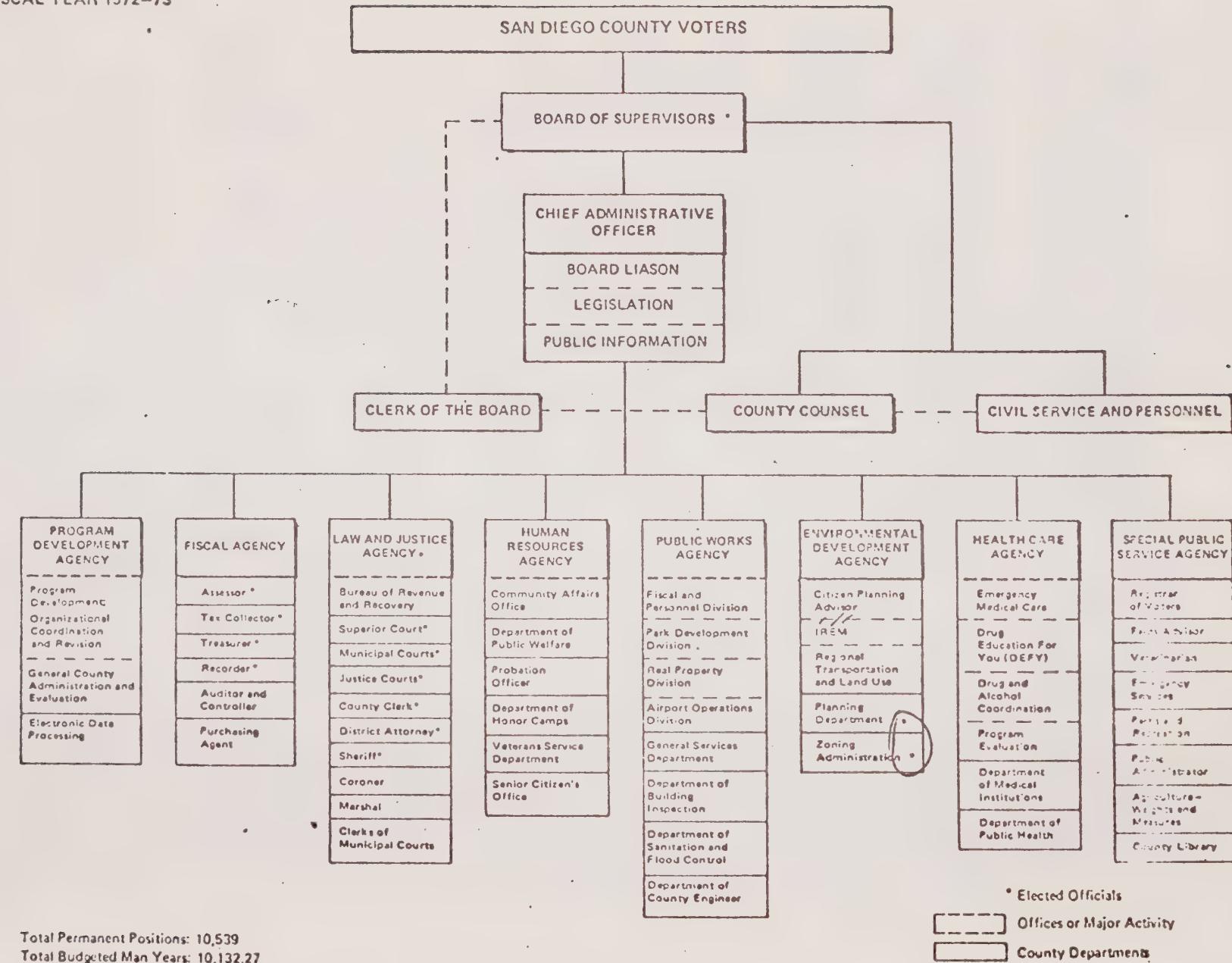
The charts of the actual or proposed reorganization plans of these counties are appended to this report and reveal the line and staff relationships to the County Board of Supervisors and to the County Executive. (See charts next pages.)

There have been some problems with the organizational structure (and in some cases with the personnel selected to manage the new structure) that needs to be briefly discussed and understood. All has not been as successful as the niceties of charts may seem to indicate. In San Diego County the structure seemed adequate, but the initial selection of managerial talent in at least one agency and one department led to serious friction and the system developed severe administrative colic. This was particularly true of the newly created Environmental Protection Agency, where the former chief deputy CAO became the agency head. He was unable to make the agency work well and as a consequence he and a department head were released from county service. The system or structure of government was not at fault. A better appointee now makes the agency work. It can be concluded that it is important that great care be taken in selecting agency and department heads, for the right managerial talent is eminently important in making the administrative machinery function. 28

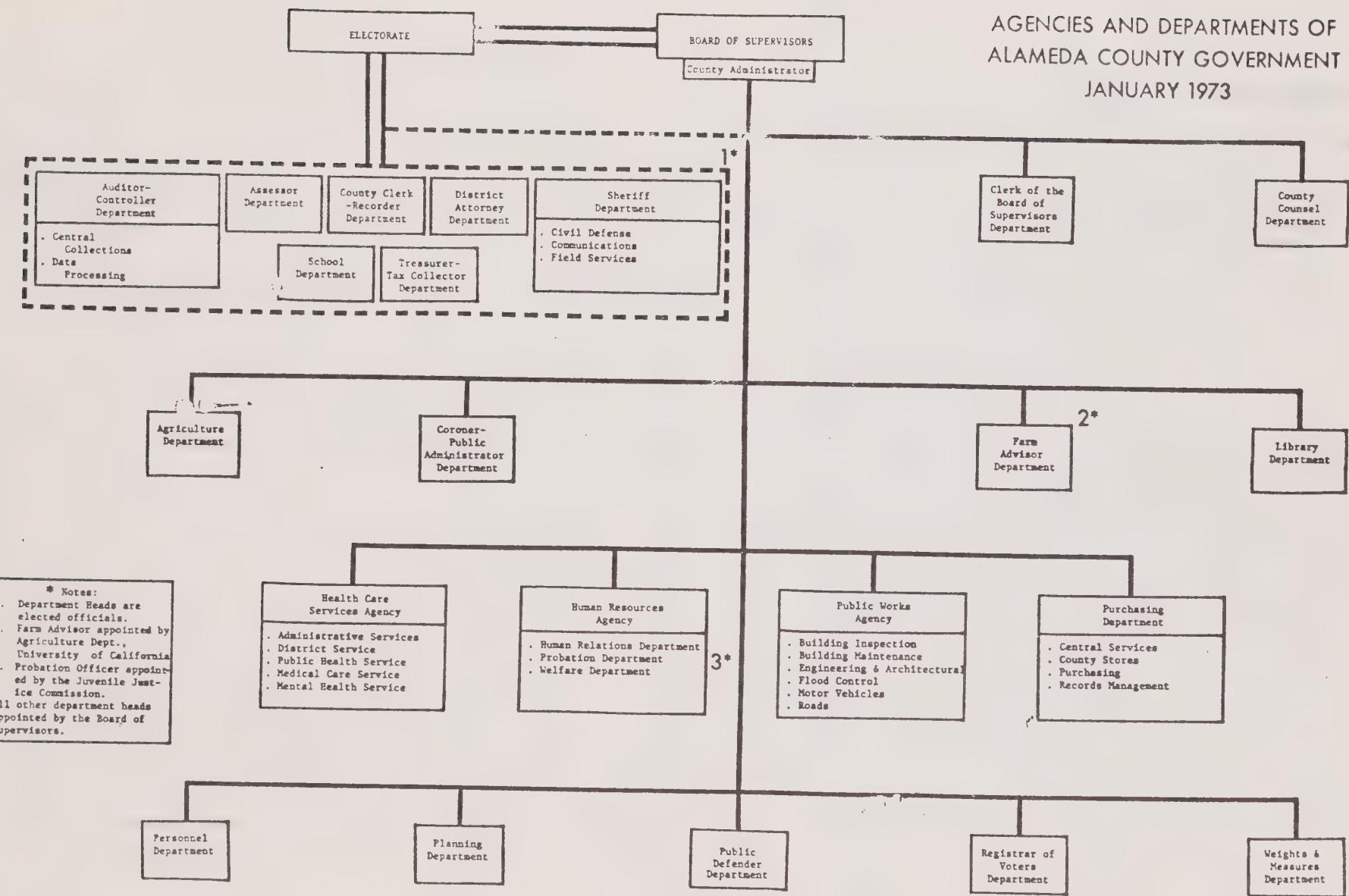
In Alameda County the two major organizational changes within the last few years have been the creation of the Human Resources Agency and the Health Care Services Agency. The latter agency has had difficulty in functioning properly since its creation in 1971 and will undergo some realignment for the 1973-74 budget year. When created the agency was to have a strong central administrative organization, decentralized public services, and an integration of these services at the source of delivery. This agency encompassed the former departments of Public Health, Mental Health and Medical Institutions (hospitals). It was created in June of 1970. The head of the Public Health Department was made the Agency head.

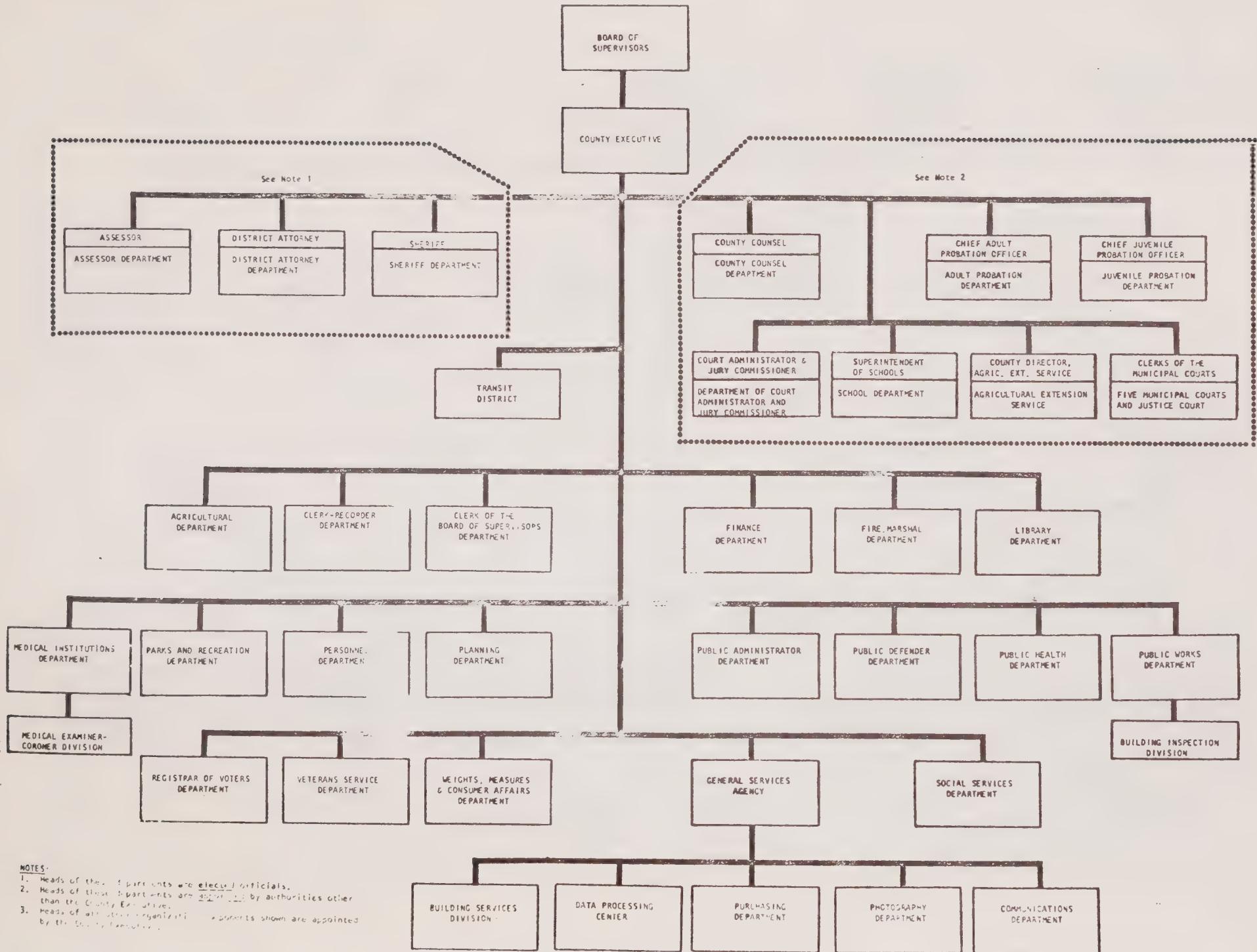
One Staff member in an interview with the Chief Analyst in the CAO's office, and the Director of Planning and Management Services of the Health Care Agency of Alameda County explained that the county had run into difficulties in administering the agency, particularly in the delivery of Field Services. To solve the problem a consulting agency, Griffenhagen-Kroeger, Inc., was engaged to study the agency and to recommend changes. This one study cost the county \$100,000. The most salient part of the report was the finding that health services were rarely located convenient to the people who needed them most, i.e., in the field. The report recommended the agency organize a better delivery service in the field for the many people who could not get to the

COUNTY OF SAN DIEGO  
FISCAL YEAR 1972-73



AGENCIES AND DEPARTMENTS OF  
ALAMEDA COUNTY GOVERNMENT  
JANUARY 1973





central hospital in Oakland. Moreover, the important objective is to care for people before they need expensive hospital services.

Alameda County, during the years 1971 to 1973, attempted to take both medical and health care services into the field in the decentralized configuration. This system did not work well, and as a consequence is to be revised for the 1973-74 budget year. The former system tried to preserve distinctions in the delivery of health care services, between "treatment and prevention". The new system for delivery of health care is planned around the organization of two geographic regions within the county. Each would have a hospital in it, and decentralized services to two districts connected to each hospital. Field services would provide primary health care at the district level for venereal disease, pregnancy tests, drug and alcoholism, minor bone fracture and other minor medical problems.

"Thus Alameda County is emphasizing out-reach primary health service without distinction between treatment and prevention. As in the Sacramento Environmental Protection Agency, (where they have developed a single location to serve the public in obtaining many services needed to builders and developers of buildings and property) Alameda is attempting to provide a one-step public health service."

**Sub-Appendix A**

**Onondaga County Charter - November 7, 1961**

**Powers and Duties of the Board of Supervisors**

Except as otherwise provided in this charter, the board of supervisors shall have and exercise all such powers and duties now or hereafter conferred or imposed on said board by applicable law, and all powers necessarily incidental thereto.

The board of supervisors shall have, but not by way of limitation, the following powers and duties.

- a. To make appropriations, levy taxes, incur indebtedness, and adopt the budget.
- b. To exercise all powers of local legislation in relation to enacting, amending or rescinding local laws, legalizing acts, ordinances or resolutions, subject to veto by the county executive in such instances as are specifically provided in this charter or by other applicable law.
- c. By local law to adopt, amend and repeal an administrative code which shall set forth the details of administration of the county government consistent with the provisions of this charter and may contain revisions, simplifications, consolidations, codifications and restatements of special laws, local laws, ordinances, resolutions, rules and regulations consistent with this charter or amendments thereto.
- d. By local law to create, alter, combine or abolish county administrative units not headed by elective officers.
- e. To adopt by resolution all necessary rules and regulations for its conduct and procedure.
- f. To fix the compensation of all officers and employees paid from county funds except members of the judiciary, and except that the compensation of any elected official paid from county funds shall not be decreased during his term of office.
- g. To fix the amount of bonds of officers and employees paid from county funds.
- h. To make or cause to be made such studies, audits or post audits and investigations as it deems to be in the best interests of the county, and in connection therewith to obtain professional and technical advice, appoint temporary advisory boards of citizens, subpoena witnesses, administer oaths and require the production of books, papers and other

evidence, deemed necessary or material to such study, audit or investigation.

- i. To legalize and validate any act had and taken in connection with a lawful municipal purpose or for a lawful minicipal object or purpose, by the governing board or other local body, officer or agency of a municipality wholly within the county in the manner provided by section 227 of the county law.
- j. To determine and make provision for any matter of county government and otherwise provided for, including but not restricted to any necessary matter involved in the transition to this charter form of government.

**Sub-Appendix B**

**Onondago County Charter - November 7, 1961**  
**Powers and Duties of the County Executive**

The county executive, in addition to any other powers and duties provided by this charter, shall:

- a. Be the chief executive officer and administrative head of the county government.
- b. Except as otherwise provided in this charter, and subject to confirmation where so provided, appoint to serve during his pleasure the head of every department and other administrative units all the county and the officers and employees of his own office.
- c. Supervise and direct the internal organization and reorganization of each department or other administrative units the head of which he has the power to appoint.
- d. Be the chief budget officer of the county and be responsible for preparation of the operating and capital budgets of the county.
- e. Determine and fix real property tax equalization rates among the various taxing districts of the county for county purposes and file the same with the board of supervisors on or before the first day of November in each year.
- f. Have authority to appoint and terminate one or more temporary advisory boards or committees of citizens of the county who shall, without compensation other than such necessary expenses as may be provided in the budget, assist in the consideration of county administrative policies and programs.
- g. Designate one or more depositaries located within the county for the deposit of all moneys received by the commissioner of finance.
- h. Examine and approve or disapprove the sufficiency of sureties on official bonds and undertakings.
- i. Report to the board of supervisors annually at the close of the fiscal year or as soon thereafter as practicable, but in no event later than the first day of March, and at such other times as the board of supervisors shall direct, the activities of the several administrative units of the county during the preceding fiscal year in such detail as the board of supervisors shall direct.

- j. Appoint a member of the board of supervisors to serve as chairman of such board (1) for the remainder of the calendar year in case the board of supervisors has failed to select a chairman on or before February first, or (2) for the unexpired term of the previous chairman in case the board of supervisors has failed to select a chairman within thirty days after a vacancy has occurred in the office of the chairman.
- k. Perform such other duties and have such other powers as may be prescribed for him by law, administrative code, county ordinance or resolution.
- l. In addition to the powers set forth in this charter of the administrative code, have and be responsible for the exercise of all executive and administrative powers in relation to any and all functions of county government not otherwise specified in this charter or the administrative code.
- m. Have all necessary incidental powers to perform and exercise any of the duties and functions specified above or lawfully delegated to him.

## Footnotes

1. Henry S. Gilbertson, The County, the 'Dark Continent' of American Politics. (New York: The National Short Ballot Association. 1917).
2. Modernizing Local Government, A Statement by the Research and Policy Committee of the Committee for Economic Development, July, 1966. pp. 14-15.
3. p. iii.
4. Ibid iii.
5. Profile of County Government. An Information Report of the Advisory Commission on Intergovernmental Relations, Dec., 1971, p. 22. See also From America's Counties Today, 1973, pp. iii and 30.
6. Duncombe, Herbert S. County Government in America. National Association of Counties, Washington, D.C. 1966. pp. 139 and 146-7.
7. From America's Counties Today 1973, published by New County, U.S.A. Center, National Association of Counties, Washington, D.C. , pp. 68-70.
8. From America's Counties Today 1973, p. 53 and passim.
9. From America's Counties Today 1973, pp. 11-12. See also Bollems, John C., American County Government With An Annotated Bibliography, Sage Publications, Beverly Hills, Calif. 1969, p.55.
10. Duncombe, p. 55. See also From America's Counties Today, 1973, pp. 16-17.
11. Duncombe, pp. 55-56.
12. Ibid. p. 57.
13. Jane Gladfelder, California's Emergent Counties, County Supervisors Association of California, 1968. Sacramento, Calif. p. 104.
14. State Department of Finance Population figure for Fresno County 1973 population is 435,900.

15. When the Charter for Fresno County was adopted in April of 1933, the Board of Supervisors appointed the following department heads and board or commission members, Welfare Director, Fish and Game Warden, Agricultural Commissioner, Livestock Inspector, County Health Officer, Purchasing Agent, Probation Officer and members of the Board of Education and the Law Library Trustees. Besides these officers there were eleven elective officers other than the Board of Supervisors.
16. Proposed Amendments to the Broome County Charter, adopted by the Board of Supervisors, August, 1968. p. 1.
17. Ibid. pp. 5 & 6.
18. Ibid. pp. 9-12.
19. Material on Cayuga County excerpted from a communication sent to Dr. D. A. Tueller by James S. Carr, Planning Director, on July 26, 1973, but not properly identified. For purposes of identification I have labelled it Miscellaneous Information. pp. 5-18.
20. A Supplement to: The Citizen-Advertiser and The Moravian Republican Register, Wayuga Community Newspapers undated, but distributed in Cayuga County before the June 19, 1973 election. It detailed the new charter provisions and carried comments on the charter by the Center for Governmental Research, Rochester, New York. pp. 2-3.
21. Ibid. pp. 3, 5-8.
22. Abstract of Onondaga County Charter, adopted by Board of Supervisors September 5, 1961, and subject to approval by referendum November 7, 1961, p. 1 quoted from the Charter.
23. Onondaga County Charter, Nov. 7, 1961. p. 4.
24. Abstract of Onondaga County Charter, 1961. p. 2.
25. Letter from Agnes R. Tuden, Executive Director of G.S.C. to D. A. Tueller, dated November 19, 1973, and September, 1973. Newsletter p. 1.
26. Government Study Commission of Allegheny County, Newsletter, September, 1973. pp. 1-5.
27. Charter of the County of Sacramento, as amended January, 1973, pp. 4-5 and 7-8 and 9.
28. Oral Report to the Staff from Dr. Karl A. Svenson, November, 1973.



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